First Regular Session Seventy-fourth General Assembly STATE OF COLORADO

REREVISED

This Version Includes All Amendments Adopted in the Second House HOUSE BILL 23-1276

LLS NO. 23-0957.01 Zach Blaes x4348

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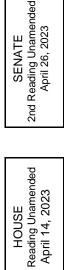
A BILL FOR AN ACT

101	CONCERNING THE BRIDGE AND TUNNEL ENTERPRISE, AND, IN
102	CONNECTION THEREWITH, EXPANDING THE SCOPE OF THE
103	ENTERPRISE'S POWERS TO INCLUDE THE COMPLETION OF
104	PREVENTATIVE MAINTENANCE BRIDGE PROJECTS AND
105	ALLOWING THE ENTERPRISE TO REPAIR, RECONSTRUCT,
106	REPLACE, AND MAINTAIN A FAIR-RATED BRIDGE UNDER CERTAIN
107	CIRCUMSTANCES.

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 <u>http://leg.colorado.gov</u>.)







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The bridge and tunnel enterprise (BTE) in the department of transportation (department) completes tunnel projects and finances, repairs, reconstructs, replaces, and maintains designated bridges in the state. A designated bridge is a bridge that is part of the state highway system that the department has identified as structurally deficient or functionally obsolete and that the department has rated as poor.

The bill:

- Expands the scope of the BTE to include the completion of preventative maintenance bridge projects, which are projects that involve a treatment or strategy to extend the service life of a fair-rated or good-rated bridge by preventing, delaying, or reducing deterioration; and
- Specifies that the BTE may repair, reconstruct, replace, and maintain a bridge that the department has rated as fair if the fair-rated bridge is included as part of a project to repair, reconstruct, replace, or maintain a designated bridge.
- 1 Be it enacted by the General Assembly of the State of Colorado:
 - SECTION 1. In Colorado Revised Statutes, 43-4-802, amend

3 (2)(c), (2)(d), (2)(f), and (3)(a) introductory portion as follows:

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43-4-802. Legislative declaration. (2) The general assembly further finds and declares that:

6 Increasing funding for designated bridge projects, (c)7 PREVENTATIVE MAINTENANCE BRIDGE PROJECTS, tunnel projects, and road 8 safety projects in the short- and medium-term through the imposition of 9 bridge and road safety surcharges, a bridge and tunnel impact fee, and 10 other new fees at rates reasonably calculated based on the benefits 11 received by the persons paying the fees will not only provide funding to 12 complete the projects but will also accelerate the state's economic 13 recovery by increasing bridge, tunnel, and road construction, repair, 14 reconstruction, and maintenance activity, as well as related economic 15 activity, and by employing significant numbers of Coloradans;

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(d) The creation of a statewide bridge and tunnel enterprise

1 authorized to complete designated bridge projects, PREVENTATIVE 2 MAINTENANCE BRIDGE PROJECTS, and tunnel projects, to impose a bridge 3 safety surcharge and a bridge and tunnel impact fee and issue revenue 4 bonds, and, if required approvals are obtained, to contract with the state 5 to receive one or more loans of money received by the state under the 6 terms of one or more financed purchase of an asset or certificate of 7 participation agreements authorized by this part 8 and to use the revenues 8 generated by the bridge safety surcharge and the bridge and tunnel impact 9 fee to repay any such loan or loans, will improve the safety and efficiency 10 of the state transportation system by allowing the state to accelerate the 11 repair, reconstruction, and replacement of structurally deficient, 12 functionally obsolete, and rated as poor bridges, TO PERFORM 13 PREVENTATIVE MAINTENANCE ON BRIDGES RATED AS FAIR AND GOOD, and 14 TO repair, maintain, and more safely operate tunnels;

15 (f) Granting the bridge enterprise and the transportation enterprise 16 both responsibility for the completion, respectively, of designated bridge 17 projects, PREVENTATIVE MAINTENANCE BRIDGE PROJECTS, and tunnel 18 projects and other important surface transportation projects and the 19 flexibility to execute their respective missions in a variety of innovative 20 ways will ensure that available resources for such projects are efficiently 21 and effectively leveraged so that both the projects and the state's 22 economic recovery can be completed as quickly as possible.

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(3) The general assembly further finds and declares that:

(a) While it is necessary, appropriate, and in the best interests of
the state to fund designated bridge projects, PREVENTATIVE MAINTENANCE
BRIDGE PROJECTS, tunnel projects, and highway safety projects and
stimulate economic recovery in the short- and medium-term, the state

must also develop a long-term strategy to provide sustainable long-term
revenue streams dedicated for the construction of important surface
transportation infrastructure projects and the continuing maintenance,
repair, and reconstruction of the statewide surface transportation system
that will:

6 SECTION 2. In Colorado Revised Statutes, 43-4-803, amend
7 (11), (13)(b)(IV), and (13)(b)(V); and add (12.5), (12.7), and (17.5) as
8 follows:

9 43-4-803. Definitions. As used in this part 8, unless the context
10 otherwise requires:

11 (11) "Designated bridge project" means a project that involves the 12 repair, reconstruction, replacement, or ongoing operation or maintenance, 13 or any combination thereof, of a designated bridge by the bridge 14 enterprise pursuant to an agreement between the enterprise and the 15 commission or department authorized by section 43-4-805 (5)(f). A 16 FAIR-RATED BRIDGE MAY BE INCLUDED IN A DESIGNATED BRIDGE PROJECT 17 OR OTHER PROJECT INVOLVING THE REPAIR, REPLACEMENT, OR 18 RECONSTRUCTION OF A DESIGNATED BRIDGE IF INCLUDING THE 19 FAIR-RATED BRIDGE IS AN EFFICIENT USE OF THE BRIDGE ENTERPRISE'S 20 RESOURCES AND WILL RESULT IN COST SAVINGS OR SCHEDULE 21 ACCELERATION FOR A PROJECT THAT WILL IMPROVE SAFETY.

(12.5) "FAIR-RATED BRIDGE" MEANS EVERY BRIDGE, INCLUDING
ANY ROADWAYS, SIDEWALKS, OR OTHER INFRASTRUCTURE CONNECTED TO,
ADJACENT TO, OR REQUIRED FOR THE OPTIMAL FUNCTIONING OF THE
BRIDGE, THAT:

26 (a) IS PART OF THE STATE HIGHWAY SYSTEM, AS DESCRIBED IN
27 SECTION 43-2-101; AND

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(b) THE DEPARTMENT HAS RATED AS FAIR.

2 (12.7) "GOOD-RATED BRIDGE" MEANS EVERY BRIDGE, INCLUDING
3 ANY ROADWAYS, SIDEWALKS, OR OTHER INFRASTRUCTURE CONNECTED TO,
4 ADJACENT TO, OR REQUIRED FOR THE OPTIMAL FUNCTIONING OF THE
5 BRIDGE, THAT:

6 (a) IS PART OF THE STATE HIGHWAY SYSTEM, AS DESCRIBED IN
7 SECTION 43-2-101; AND

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(b) THE DEPARTMENT HAS RATED AS GOOD.

9 (13) (b) "Grant" does not include any of the following or any 10 interest or income derived from the deposit and investment of the 11 following:

12 (IV) Any moneys MONEY paid or advanced to the bridge 13 enterprise or the transportation enterprise by the state, a local government 14 or group of local governments, an authority, or any other 15 government-owned business or governmental entity in exchange for an 16 agreement by either enterprise to complete a designated bridge project, A 17 PREVENTATIVE MAINTENANCE BRIDGE PROJECT, or a surface 18 transportation infrastructure project; or

(V) Any moneys MONEY loaned by the commission to the bridge
enterprise pursuant to section 43-4-805 (4) or (5)(r) or the transportation
enterprise pursuant to section 43-4-806 (4).

(17.5) "PREVENTATIVE MAINTENANCE BRIDGE PROJECT" MEANS A
PROJECT THAT INVOLVES A TREATMENT OR STRATEGY TO EXTEND THE
SERVICE LIFE OF A FAIR-RATED OR GOOD-RATED BRIDGE BY PREVENTING,
DELAYING, OR REDUCING THE DETERIORATION OF A BRIDGE.

26 SECTION 3. In Colorado Revised Statutes, 43-4-805, amend
27 (1)(a), (1)(b), (2)(a)(I), (2)(b) introductory portion, (2)(b)(II), (2)(c), (3),

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(5)(c), (5)(f), (5)(h), (5)(k), (5)(l), (5)(p), (5)(q), (5)(r)(I), and (5)(r)(II) as
follows:

3 43-4-805. Statewide bridge enterprise - creation - board 4 funds - powers and duties - legislative declaration - definitions.
5 (1) The general assembly hereby finds and declares that:

6 (a) The completion of designated bridge projects, PREVENTATIVE
7 MAINTENANCE BRIDGE PROJECTS, and tunnel projects is essential to
8 address increasing traffic congestion and delays, hazards, injuries, and
9 fatalities;

(b) Due to the limited availability of state and federal funding and
the need to accomplish the financing, repair, reconstruction, and
replacement of designated bridges, COMPLETION OF PREVENTATIVE
MAINTENANCE BRIDGE PROJECTS, and COMPLETION OF tunnel projects as
promptly and efficiently as possible, it is necessary to create a statewide
bridge and tunnel enterprise and to authorize the enterprise to:

(I) Enter into agreements with the commission or the department
to finance, repair, reconstruct, and replace designated bridges, COMPLETE
PREVENTATIVE MAINTENANCE BRIDGE PROJECTS, and complete tunnel
projects in the state; and

20 (II) Impose a bridge safety surcharge, a bridge and tunnel impact 21 fee, and a bridge and tunnel retail delivery fee at rates reasonably 22 calculated to defray the costs of completing designated bridge projects, 23 PREVENTATIVE MAINTENANCE BRIDGE PROJECTS, and tunnel projects and distribute the burden of defraying the costs in a manner based on the 24 25 benefits received by persons paying the fees and using designated bridges 26 and tunnels and receiving retail deliveries, receive and expend revenue 27 generated by the surcharge and fees and other money, issue revenue

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bonds and other obligations, contract with the state, if required approvals
are obtained, to receive one or more loans of money received by the state
under the terms of one or more financed purchase of an asset or certificate
of participation agreements authorized by this part 8, expend revenue
generated by the surcharge to repay any such loan or loans received, and
exercise other powers necessary and appropriate to carry out its purposes;
and

8 (2) (a) (I) The scope of the existing statewide bridge enterprise 9 created in this subsection (2)(a)(I) in 2009 is hereby expanded to include 10 both designated bridge projects, PREVENTATIVE MAINTENANCE BRIDGE 11 PROJECTS, and surface transportation infrastructure projects for tunnels, 12 and the name of the expanded enterprise is the statewide bridge and 13 tunnel enterprise. The bridge enterprise is and operates as a 14 government-owned business within the department. The commission shall 15 serve as the bridge enterprise board and shall, with the consent of the 16 executive director, appoint a bridge enterprise director who shall possess 17 such qualifications as may be established by the commission and the state 18 personnel board. The bridge enterprise director shall oversee the 19 discharge of all responsibilities of the bridge enterprise and shall serve at 20 the pleasure of the bridge enterprise board.

(b) The business purpose of the bridge enterprise is to finance,
repair, reconstruct, and replace any designated bridge in the state,
COMPLETE PREVENTATIVE MAINTENANCE BRIDGE PROJECTS, and complete
tunnel projects and, as agreed upon by the enterprise and the commission,
or the department to the extent authorized by the commission, to maintain
the bridges it finances, repairs, reconstructs, and replaces. To allow the
bridge enterprise to accomplish this purpose and fully exercise its powers

1 and duties through the bridge enterprise board, the bridge enterprise may:

2 (II) Issue revenue bonds payable from the revenues and other
3 available moneys MONEY of the bridge enterprise pledged for their
4 payment as authorized in section 43-4-807; and

5 (c) The bridge enterprise shall constitute CONSTITUTES an 6 enterprise for purposes of section 20 of article X of the state constitution 7 so long as it retains the authority to issue revenue bonds and receives less 8 than ten percent of its total revenues in grants from all Colorado state and 9 local governments combined. So long as it constitutes an enterprise 10 pursuant to this subsection (2)(c), the bridge enterprise shall not be 11 subject to any provisions of section 20 of article X of the state 12 constitution. Consistent with the determination of the Colorado supreme 13 court in Nicholl v. E-470 Public Highway Authority, 896 P.2d 859 (Colo.

14 1995), that the power to impose taxes is inconsistent with "enterprise" 15 status under section 20 of article X of the state constitution, the general 16 assembly finds and declares that a bridge safety surcharge, a bridge and 17 tunnel impact fee, or a bridge and tunnel retail delivery fee imposed by 18 the bridge enterprise as authorized by subsection (5)(g), (5)(g.5), or 19 (5)(g.7) of this section is not a tax but is instead a fee imposed by the 20 bridge enterprise to defray the cost of completing designated bridge 21 projects, PREVENTATIVE MAINTENANCE BRIDGE PROJECTS, and tunnel 22 projects that the enterprise provides as a specific service to the persons 23 upon whom the fee is imposed and at rates reasonably calculated based 24 on the benefits received by such persons.

(3) (a) The statewide bridge and tunnel enterprise special revenue
fund, referred to in this part 8 as the "bridge special fund", is hereby
created in the state treasury. All revenue received by the bridge enterprise,

1 including, but not limited to, revenue from a bridge safety surcharge 2 imposed as authorized by subsection (5)(g) of this section, revenue from 3 a bridge and tunnel impact fee imposed as authorized by subsection 4 (5)(g.5) of this section, revenue from a bridge and tunnel retail delivery 5 fee imposed as authorized by subsection (5)(g.7) of this section, and any money loaned to the enterprise by the state pursuant to subsection (5)(r)6 7 of this section, shall be deposited into the bridge special fund. The bridge 8 enterprise board may establish separate accounts within the bridge special 9 fund as needed in connection with any specific designated bridge project, 10 PREVENTATIVE MAINTENANCE BRIDGE PROJECT, or tunnel project. The 11 bridge enterprise also may deposit or permit others to deposit other money 12 into the bridge special fund, but in no event may revenue from any tax 13 otherwise available for general purposes be deposited into the bridge 14 special fund. The state treasurer, after consulting with the bridge 15 enterprise board, shall invest any money in the bridge special fund, 16 including any surplus or reserves, but excluding any proceeds from the 17 sale of bonds or earnings on such proceeds invested pursuant to section 18 43-4-807 (2), that are not needed for immediate use. Such money may be 19 invested in the types of investments authorized in sections 24-36-109, 20 24-36-112, and 24-36-113.

(b) All interest and income derived from the deposit and
investment of moneys in the bridge special fund shall be credited to the
bridge special fund and, if applicable, to the appropriate designated
bridge project account, Moneys PREVENTATIVE MAINTENANCE BRIDGE
PROJECT ACCOUNT, OR TUNNEL PROJECT ACCOUNT. MONEY in the bridge
special fund shall be continuously appropriated to the bridge enterprise
for the purposes set forth in this part 8. All moneys MONEY deposited in

the bridge special fund shall remain in the bridge special fund for the
 purposes set forth in this part 8, and no part of the bridge special fund
 shall be used for any other purpose.

4 (c) The bridge enterprise may expend money in the bridge special 5 fund to pay bond or loan obligations, to fund the administration, planning, 6 financing, repair, reconstruction, replacement, or maintenance of 7 designated bridges and the completion of tunnel projects, and for the 8 acquisition of land to the extent required in connection with any 9 designated bridge project. The bridge enterprise may also expend money 10 in the bridge special fund to pay its operating costs and expenses. The 11 bridge enterprise board shall have HAS exclusive authority to budget and 12 approve the expenditure of money in the bridge special fund. THE BRIDGE 13 ENTERPRISE MAY EXPEND MONEY IN THE BRIDGE SPECIAL FUND TO PAY 14 FOR:

15

(I) BOND OR LOAN OBLIGATIONS;

16 (II) THE ADMINISTRATION, PLANNING, FINANCING, REPAIR,
17 RECONSTRUCTION, REPLACEMENT, OR MAINTENANCE OF A DESIGNATED
18 BRIDGE;

19 (III) THE COMPLETION OF PREVENTATIVE MAINTENANCE BRIDGE20 PROJECTS;

(IV) THE ADMINISTRATION, PLANNING, FINANCING, REPAIR,
REPLACEMENT, RECONSTRUCTION, OR MAINTENANCE OF A FAIR-RATED
BRIDGE IF THE REPAIR, REPLACEMENT, OR RECONSTRUCTION IS INCLUDED
AS PART OF A DESIGNATED BRIDGE PROJECT OR OTHER PROJECT INVOLVING
THE REPAIR, REPLACEMENT, OR RECONSTRUCTION OF A DESIGNATED
BRIDGE. A FAIR-RATED BRIDGE MAY BE INCLUDED IN A DESIGNATED
BRIDGE PROJECT OR OTHER PROJECT INVOLVING THE REPAIR,

REPLACEMENT, OR RECONSTRUCTION OF A DESIGNATED BRIDGE IF
 INCLUDING THE FAIR-RATED BRIDGE IS AN EFFICIENT USE OF THE BRIDGE
 ENTERPRISE'S RESOURCES AND WILL RESULT IN COST SAVINGS OR
 SCHEDULE ACCELERATION FOR A PROJECT THAT WILL IMPROVE SAFETY.

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(V) THE COMPLETION OF TUNNEL PROJECTS;

6 (VI) THE ACQUISITION OF LAND TO THE EXTENT REQUIRED IN
7 CONNECTION WITH ANY DESIGNATED BRIDGE PROJECT; AND

8 (VII) THE OPERATING COSTS AND EXPENSES OF THE BRIDGE9 ENTERPRISE.

10 (5) In addition to any other powers and duties specified in this 11 section, the bridge enterprise board has the following powers and duties:

(c) To issue revenue bonds, payable solely from the bridge special
fund, for the purpose of paying the cost of financing, repairing,
reconstructing, replacing, and maintaining designated bridges OR
FAIR-RATED BRIDGES IF THE FAIR-RATED BRIDGES ARE INCLUDED AS PART
OF DESIGNATED BRIDGE PROJECTS OR OTHER PROJECTS PURSUANT TO
SUBSECTION (3)(c)(IV) OF THIS SECTION, COMPLETING PREVENTATIVE
MAINTENANCE BRIDGE PROJECTS, and completing tunnel projects;

19 (f) To enter into agreements AN AGREEMENT with the commission, 20 or the department to the extent authorized by the commission, under 21 which the bridge enterprise agrees to finance, repair, reconstruct, replace, 22 and, if any given agreement so specifies, maintain designated bridges as 23 specified in the agreements A DESIGNATED BRIDGE OR A FAIR-RATED 24 BRIDGE IF THE FAIR-RATED BRIDGE IS INCLUDED AS PART OF A DESIGNATED 25 BRIDGE PROJECT OR OTHER PROJECT PURSUANT TO SUBSECTION (3)(c)(IV)26 OF THIS SECTION;



(h) To make and enter into contracts or agreements with a private

entity, to facilitate a public-private initiative pursuant to sections
 43-1-1203 and 43-1-1204, including, but not limited to:

3 (I) An agreement pursuant to which the bridge enterprise or the
enterprise on behalf of the department operates, maintains, or provides
services or property in connection with a designated bridge project, and
PREVENTATIVE MAINTENANCE BRIDGE PROJECT, OR TUNNEL PROJECT;

7 (II) An agreement pursuant to which a private entity designs,
8 develops, constructs, reconstructs, repairs, operates, or maintains all or
9 any portion of a designated bridge project on behalf of the bridge
10 enterprise; AND

(III) AN AGREEMENT PURSUANT TO WHICH A PRIVATE ENTITY
 PARTICIPATES IN OR COMPLETES A PREVENTATIVE MAINTENANCE BRIDGE
 PROJECT OR TUNNEL PROJECT.

14 (k) To prepare, or cause to be prepared, detailed plans,
15 specifications, or estimates for any designated bridge project,
16 PREVENTATIVE MAINTENANCE BRIDGE PROJECT, or tunnel project within
17 the state;

(1) In connection with any designated bridge project, to acquire,
finance, repair, reconstruct, replace, operate, and maintain any designated
bridge within the state OR ANY FAIR-RATED BRIDGE IF THE FAIR-RATED
BRIDGE IS INCLUDED AS PART OF A DESIGNATED BRIDGE PROJECT
PURSUANT TO SUBSECTION (3)(c)(IV) OF THIS SECTION;

(p) Pursuant to section 24-1-107.5, C.R.S., to establish, create, and
approve nonprofit entities and bonds issued by or on behalf of such
nonprofit entities for the purpose of completing a designated bridge
project, PREVENTATIVE MAINTENANCE BRIDGE PROJECT, OR TUNNEL
PROJECT, to accept the assets of any such nonprofit entity, to obtain an

option to acquire the assets of any such nonprofit entity by paying its
bonds, to appoint or approve the appointment of members of the
governing board of any such nonprofit entity, and to remove the members
of the governing board of any such nonprofit entity for cause;

5 (q) To transfer money, property, or other assets of the bridge 6 enterprise to the department to the extent necessary to implement the 7 financing of any designated bridge project, PREVENTATIVE MAINTENANCE 8 BRIDGE PROJECT, OR TUNNEL PROJECT, or for any other purpose authorized 9 in this part 8;

10 (r) (I) To contract with the state to borrow money under the terms 11 of one or more loan contracts entered into by the state and the bridge 12 enterprise pursuant to subsection (5)(r)(III) of this section, to expend any 13 money borrowed from the state for the purpose of completing designated 14 bridge projects, PREVENTATIVE MAINTENANCE BRIDGE PROJECTS, and 15 tunnel projects and for any other authorized purpose that constitutes the 16 construction, supervision, and maintenance of the public highways of this 17 state for purposes of section 18 of article X of the state constitution, and 18 to use revenue generated by any bridge safety surcharge, bridge and 19 tunnel impact fee, or bridge and tunnel retail delivery fee imposed 20 pursuant to subsection (5)(g), (5)(g.5), or (5)(g.7) of this section and any 21 other legally available money of the bridge enterprise to repay the money 22 borrowed and any other amounts payable under the terms of the loan 23 contract.

(II) If the bridge enterprise board seeks to enter into a contract to
borrow money from the state as authorized by subsection (5)(r)(I) of this
section, the board shall provide the governor with a list of designated
bridge projects, PREVENTATIVE MAINTENANCE BRIDGE PROJECTS, OR

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1 TUNNEL PROJECTS to be financed with the borrowed money and a 2 statement of both the total amount of the loan requested and the estimated 3 amount of the loan that will be used to fund each project on the list. If the 4 governor determines, in the governor's sole discretion, that lending money 5 to the bridge enterprise as requested by the enterprise, or lending a lesser 6 amount of money to the enterprise, is in the best interest of the state, the 7 governor, after consultation with the executive director of the department 8 of personnel and the state treasurer, shall prepare and provide to the state 9 treasurer a list of state buildings or other state capital facilities that the 10 state, acting by and through the state treasurer, may sell or lease and lease 11 back pursuant to the terms of one or more financed purchase of an asset 12 or certificate of participation agreements that the state, acting by and 13 through the state treasurer, may enter into pursuant to subsection 14 (5)(r)(III) of this section. When providing the list, the governor shall also 15 specify to the state treasurer the maximum permitted principal amount of 16 any loan that may be made to the bridge enterprise under the terms of any 17 loan contract that the state, acting by and through the state treasurer, may 18 enter into pursuant to subsection (5)(r)(III)(A) of this section.

19 **SECTION 4.** Act subject to petition - effective date. This act 20 takes effect at 12:01 a.m. on the day following the expiration of the 21 ninety-day period after final adjournment of the general assembly; except 22 that, if a referendum petition is filed pursuant to section 1 (3) of article V 23 of the state constitution against this act or an item, section, or part of this 24 act within such period, then the act, item, section, or part will not take 25 effect unless approved by the people at the general election to be held in 26 November 2024 and, in such case, will take effect on the date of the 27 official declaration of the vote thereon by the governor.