# Second Regular Session Seventy-fourth General Assembly STATE OF COLORADO

## **PREAMENDED**

This Unofficial Version Includes Committee Amendments Not Yet Adopted on Second Reading

LLS NO. 24-0947.01 Megan McCall x4215

**SENATE BILL 24-139** 

#### SENATE SPONSORSHIP

Gonzales,

### **HOUSE SPONSORSHIP**

(None),

### **Senate Committees**

**House Committees** 

Finance Appropriations

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#### A BILL FOR AN ACT

## CONCERNING THE CREATION OF THE 911 SERVICES ENTERPRISE.

# **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 <a href="http://leg.colorado.gov">http://leg.colorado.gov</a>.)

The bill creates the 911 services enterprise in the department of regulatory agencies (enterprise). The enterprise is authorized to impose a fee on service users (fee). A service user is a person who is provided a 911 access connection in the state. The fee is set annually by the enterprise and, together with the 911 surcharge that the public utilities commission (commission) imposes on service users for the benefit of meeting the needs of governing bodies to pay for basic emergency service and provide emergency telephone service (911 surcharge), must not

exceed \$0.50 per month per 911 access connection. The fee is collected in the same manner as the 911 surcharge. Revenue from the fee will fund expenses and costs related to the provision of 911 services, including:

- Statewide training initiatives and programs and public education campaigns;
- Cybersecurity support;
- GIS programs;

CREATED IN SECTION 29-11-108 (2).

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- Grant programs for the benefit of governing bodies and public safety answering points;
- Providing matching funds for federal, state, or private grants related to 911 services or emergency notification services;
- Any other items related to a statewide benefit for governing bodies and public safety answering points for 911 services; and
- Administrative expenses of the enterprise.

The bill also creates the 911 services enterprise cash fund, adds a requirement for the commission to include in its "state of 911" annual report the activity of the enterprise including its use of its revenue, and makes several technical updates to the statutes concerning the 911 surcharge and the commission's "state of 911" report.

Be it enacted by the General Assembly of the State of Colorado: 1 2 **SECTION 1.** In Colorado Revised Statutes, 29-11-101, add (3.5), 3 (10.5), (14.5), and (14.7) as follows: 4 **29-11-101. Definitions.** As used in this part 1, unless the context 5 otherwise requires: 6 (3.5) "911 ENTERPRISE FEE" MEANS THE FEE IMPOSED BY THE 911 7 SERVICES ENTERPRISE PURSUANT TO SECTION 29-11-108 (5)(a) AND (8). 8 (10.5) "DEPARTMENT" MEANS THE DEPARTMENT OF REGULATORY 9 AGENCIES CREATED IN SECTION 24-34-101 (1)(a). 10 "Enterprise" means the 911 services enterprise

(14.7) "Enterprise fund" means the 911 services enterprise cash fund created in section 29-11-108 (10).

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1	SECTION 2. In Colorado Revised Statutes, 29-11-102.3, amend
2	(1)(a), (1)(b), (3)(b), (3)(c)(I), and (3)(c)(III) as follows:
3	29-11-102.3. 911 surcharge - imposition - 911 surcharge trust
4	cash fund - rules - report - definition. (1) (a) Effective January 1, 2021,
5	a 911 surcharge, referred to in this section as the "surcharge", is hereby
6	imposed on service users in an amount to be established annually by the
7	commission but not to exceed fifty cents per month per 911 access
8	connection Together with the 911 enterprise fee imposed pursuant
9	TO SECTION 29-11-108 (8)(a).
10	(b) On or before October 1, 2020, and on or before October 1 each
11	year thereafter, the commission shall establish, THROUGH A PUBLIC
12	PROCEEDING, the amount of the surcharge for the next calendar year. The
13	amount of the surcharge must be reasonably calculated to meet the needs
14	of governing bodies to operate the 911 system PAY FOR BASIC EMERGENCY
15	SERVICE AND PROVIDE EMERGENCY TELEPHONE SERVICE AND MUST TAKE
16	INTO CONSIDERATION THE AMOUNT OF THE $911\mathrm{ENTERPRISE}$ FEE IMPOSED
17	Pursuant to section 29-11-108 (8)(a) and the budgetary
18	REQUIREMENTS SET FORTH IN THIS SECTION. Upon establishing the amount
19	of the surcharge, the commission shall send notice of the new amount to
20	all service suppliers. The new amount takes effect on the following
21	January 1.
22	(3) (b) A service supplier may deduct and retain one percent of the
23	surcharges that are collected by the service supplier IT COLLECTS from its
24	service users IF IT TIMELY REMITS THE COLLECTED SURCHARGES TO THE
25	COMMISSION.
26	(c) (I) (A) Remittances of surcharges received by the commission
27	are collections for the local governing body, not general revenues of the

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state, and shall be held in trust in the 911 surcharge trust cash fund, which is hereby created. Except as provided in subsection (3)(c)(II) of this section, the commission shall transmit the money in the 911 SURCHARGE TRUST CASH fund to each governing body within sixty days after the commission receives the money for use by such governing body for the purposes permitted under section 29-11-104.

- (B) Remittances of the 911 enterprise fee received by the commission are collections for the enterprise, not general revenue of the state, and must be held in trust in the 911 enterprise fee trust cash fund, which is created in the state treasury. The commission shall transmit the money in the 911 enterprise fee trust cash fund to the state treasurer within sixty days after the commission receives the money, and the state treasurer shall credit the revenue to the enterprise fund.
- (III) The commission shall establish a formula for distribution of money from the surcharge to the governing bodies PURSUANT TO SUBSECTION (3)(c)(I)(A) OF THIS SECTION based upon the number of concurrent sessions maintained by the PSAPs of each governing body. The commission shall establish the formula by October 1 of each year. The commission shall promulgate rules concerning changes to the number of concurrent sessions for which a governing body is reimbursed under this section. For the purposes of this section, "concurrent session" means a channel for an inbound simultaneous 911 request for assistance.
- SECTION 3. In Colorado Revised Statutes, add 29-11-108 as follows:
  - 29-11-108. 911 services enterprise creation powers and duties cash fund legislative declaration. (1) THE GENERAL

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ASSEMBLY FINDS AND DECLARES THAT						
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(a) The 911 services enterprise provides valuable
BENEFITS AND SERVICES TO TELEPHONE SERVICE USERS <u>STATEWIDE</u> BY
FUNDING EXPENSES AND COSTS RELATED TO PROVIDING EMERGENCY
TELEPHONE SERVICE AND PROVIDING TRAINING, EDUCATION, AND OTHER
TYPES OF SUPPORT TO PSAPS, INCLUDING IN THE PROVISION OF 911
SERVICES AND EMERGENCY NOTIFICATION SERVICES:

- (b) By providing the benefits and services specified in subsection (1)(a) of this section, the 911 services enterprise engages in an activity conducted in the pursuit of a benefit, gain, or livelihood, and therefore operates as a business;
- (c) Consistent with the determination of the Colorado SUPREME COURT IN NICHOLL V. E-470 PUBLIC HIGHWAY AUTHORITY, 896 P.2d 859 (Colo. 1995), That the power to impose taxes is INCONSISTENT WITH ENTERPRISE STATUS UNDER SECTION 20 OF ARTICLE X OF THE STATE CONSTITUTION, IT IS THE CONCLUSION OF THE GENERAL ASSEMBLY THAT THE CHARGES IMPOSED BY THE ENTERPRISE IS A FEE, NOT A TAX, BECAUSE THE CHARGES ARE IMPOSED FOR THE SPECIFIC PURPOSE OF ALLOWING THE ENTERPRISE TO DEFRAY THE COSTS OF PROVIDING THE BENEFITS AND SERVICES SPECIFIED IN SUBSECTION (1)(a) OF THIS SECTION TO TELEPHONE SERVICE USERS AND THE CHARGES ARE IMPOSED AT RATES THAT ARE REASONABLY CALCULATED BASED ON THE COST OF THE SERVICES RECEIVED BY TELEPHONE SERVICE USERS;
  - (d) So long as the 911 services enterprise qualifies as an enterprise for purposes of section 20 of article X of the state constitution, the revenue from the charges imposed by the enterprise is not state fiscal year spending, as defined in section

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1	24-77-102 (17), or state revenues, as defined in section 24-77-103.6
2	(6)(c), AND DOES NOT COUNT AGAINST EITHER THE STATE FISCAL YEAR
3	SPENDING LIMIT IMPOSED BY SECTION 20 ARTICLE X OF THE STATE
4	CONSTITUTION OR THE EXCESS STATE REVENUES CAP, AS DEFINED IN
5	SECTION 24-77-103.6 (6)(b)(I); AND
6	(e) NO OTHER ENTERPRISE CREATED SIMULTANEOUSLY OR WITHIN
7	THE PRECEDING FIVE YEARS SERVES PRIMARILY THE SAME PURPOSE AS THE
8	911 SERVICES ENTERPRISE, AND THE 911 SERVICES ENTERPRISE WILL
9	GENERATE REVENUE FROM CHARGES OF LESS THAN ONE HUNDRED MILLION
10	DOLLARS TOTAL IN ITS FIRST FIVE FISCAL YEARS. ACCORDINGLY, THE
11	CREATION OF THE 911 SERVICES ENTERPRISE DOES NOT REQUIRE VOTER
12	APPROVAL PURSUANT TO SECTION 24-77-108.
13	(2) (a) The 911 services enterprise is created in the
14	DEPARTMENT. THE ENTERPRISE IS AND OPERATES AS A
15	GOVERNMENT-OWNED BUSINESS WITHIN THE DEPARTMENT IN ORDER TO
16	EXECUTE ITS BUSINESS PURPOSES SPECIFIED IN SUBSECTION (5) OF THIS
17	SECTION BY EXERCISING THE POWERS AND PERFORMING THE DUTIES AND
18	FUNCTIONS SET FORTH IN THIS SECTION.
19	(b) The enterprise is a <b>type 1</b> entity, as defined in section
20	24-1-105, AND EXERCISES ITS POWERS AND PERFORMS ITS DUTIES AND
21	FUNCTIONS UNDER THE DEPARTMENT.
22	(3) THE ENTERPRISE CONSTITUTES AN ENTERPRISE FOR PURPOSES
23	of section $20\text{of}$ article $X$ of the state constitution so long as it
24	RETAINS THE AUTHORITY TO ISSUE REVENUE BONDS AND RECEIVES LESS
25	THAN TEN PERCENT OF ITS TOTAL REVENUE IN GRANTS FROM ALL
26	COLORADO STATE AND LOCAL GOVERNMENTS COMBINED. SO LONG AS IT

CONSTITUTES AN ENTERPRISE PURSUANT TO THIS SUBSECTION (3), THE

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1	ENTERPRISE IS NOT SUBJECT TO SECTION $20$ OF ARTICLE $X$ OF THE STATE
2	CONSTITUTION.
3	(4) The enterprise is governed by a board of directors
4	APPOINTED BY THE GOVERNOR AND MUST HAVE AN ODD NUMBER OF

REPRESENTATIVE OF THE TELECOMMUNICATIONS INDUSTRY AND AN EOUAL NUMBER OF REPRESENTATIVES OF GOVERNING BODIES SERVING

TOTAL MEMBERS. THE MEMBERS OF THE BOARD CONSIST OF A

- 8 JURISDICTIONS WITH POPULATIONS LESS THAN TWO HUNDRED THOUSAND
- 9 PEOPLE, WHICH INCLUDES MOUNTAIN RESORT COMMUNITIES AND
- 10 COMMUNITIES IN THE EASTERN PLAINS OF THE STATE, AND GOVERNING
- BODIES SERVING JURISDICTIONS WITH POPULATIONS GREATER THAN TWO
- HUNDRED THOUSAND PEOPLE. THE MAJORITY OF THE BOARD MUST BE
- 13 REPRESENTATIVES OF GOVERNING BODIES.

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- 14 (5) THE ENTERPRISE'S PRIMARY POWERS AND DUTIES ARE TO:
- 15 (a) IMPOSE A 911 ENTERPRISE FEE ON SERVICE USERS IN ACCORDANCE WITH SUBSECTION (8) OF THIS SECTION;
- 17 (b) <u>Distribute funding to governing bodies, PSAPs,</u>
  18 <u>Statewide 911 organizations, or third parties for the benefit of</u>
  19 <u>Governing bodies or PSAPs for purposes that are pre-approved by</u>
  20 <u>The board of directors of the enterprise and are consistent with</u>
  21 Applicable statutes, regulations, ordinances, policies, and
- 22 <u>PROCEDURES. THE PURPOSES</u> MAY INCLUDE:
- 23 (I) <u>Funding for training initiatives and programs selected</u>
  24 <u>By individual governing bodies or PSAPs</u> for PSAP personnel in
  25 Emergency call processing, emergency dispatch, emergency
  26 Notification, PSAP administration, and other subjects intended
  27 To improve emergency telephone service and emergency

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1	NOTIFICATION SERVICE IN THE STATE, INCLUDING:
2	(A) Funding for training selected by the individual
3	GOVERNING BODIES OR PSAPS REGARDING DE-ESCALATION TECHNIQUES
4	AND BEHAVIORAL HEALTH EMERGENCIES;
5	(B) <u>Funding for the development</u> of training for
6	SUPPORTING 911 CALLERS WITH <u>DISABILITIES AS DETERMINED BY</u>
7	INDIVIDUAL GOVERNING BODIES OR PSAPS; AND
8	(C) OTHER 911 RELATED TRAINING;
9	(II) PUBLIC EDUCATION CAMPAIGNS FOR THE PUBLIC TO INCLUDE
10	TRAINING PROGRAMS AND MATERIALS RELATED TO PROPER AND
11	APPROPRIATE USE OF 911 SERVICES AND EMERGENCY NOTIFICATION
12	SYSTEMS, INCLUDING TRAINING FOR PEOPLE WITH ACCESSIBILITY
13	CHALLENGES IN ACCESSING AND INTERACTING WITH PSAPS;
14	(III) CYBERSECURITY SUPPORT FOR SERVICES AND SOFTWARE,
15	INCLUDING FOR EMERGENCY TELEPHONE SERVICES, EMERGENCY
16	NOTIFICATION SERVICES, AND PSAP SYSTEMS;
17	(IV) GIS PROGRAMS FOR THE BENEFIT OF GOVERNING BODIES AND
18	PSAPs;
19	(V) Grant programs that the enterprise may establish for
20	THE BENEFIT OF GOVERNING BODIES AND PSAPS, WHICH MAY BE LIMITED
21	TO REASONABLY-DEFINED CLASSES OF GOVERNING BODIES OR PSAPS ON
22	THE BASIS OF FINANCIAL NEED AND MAY HAVE A MATCHING MONEY
23	REQUIREMENT FOR RECEIPT;
24	(VI) PROVIDING MATCHING MONEY FOR FEDERAL, STATE, OR
25	PRIVATE GRANTS RELATED TO BASIC EMERGENCY SERVICE, EMERGENCY
26	TELEPHONE SERVICE, OR EMERGENCY NOTIFICATION SERVICES, SO LONG
27	AS ALL EXPENSES TO BE PAID UNDER SUCH GRANTS ARE ALLOWABLE

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1	PURSUANT TO SECTION 29-11-104 AND 9 CFR 47, SUBPART I, AS
2	AMENDED;
3	(VII) ANY OTHER ITEMS OF BENEFIT FOR GOVERNING BODIES AND
4	PSAPs as proposed by a group of those entities or by statewide
5	ASSOCIATIONS REPRESENTING COLORADO 911 STAKEHOLDERS, PROVIDED
6	SUCH EXPENSES ARE ALLOWABLE PURSUANT TO SECTION 29-11-104 AND
7	9 CFR 47, SUBPART I, AS FROM TIME TO TIME AMENDED; AND
8	(VIII) ANY OTHER EXPENSES NECESSARY FOR THE
9	ADMINISTRATION OF THE ENTERPRISE AND THE EXECUTION OF ITS
10	ACTIVITIES, INCLUDING COSTS FOR SUPPORT PERSONNEL;
11	(c) ENTER INTO ANY CONTRACTS NECESSARY FOR PROFESSIONAL
12	AND TECHNICAL ASSISTANCE OR ADVICE AND TO SUPPLY OTHER SERVICES
13	RELATED TO THE CONDUCT OF THE AFFAIRS OF THE ENTERPRISE WITHOUT
14	BEING SUBJECT TO THE REQUIREMENTS OF THE "PROCUREMENT CODE",
15	ARTICLES 101 THROUGH 112 OF TITLE 24;
16	(d) By resolution, authorize and issue revenue bonds that
17	ARE PAYABLE ONLY FROM THE FUND; AND
18	(e) ADOPT, AMEND, OR REPEAL POLICIES FOR THE REGULATION OF
19	ITS AFFAIRS AND THE CONDUCT OF ITS BUSINESS CONSISTENT WITH THIS
20	SECTION.
21	(6) (a) In addition to the powers and duties set forth in
22	$\hbox{\tt SUBSECTION} (5) \hbox{\tt OF THIS SECTION}, \hbox{\tt THE ENTERPRISE SHALL USE REVENUE OF}$
23	THE ENTERPRISE GENERATED FROM SOURCES OTHER THAN THE 911
24	ENTERPRISE FEE TO SUPPORT EMERGENCY TELEPHONE SERVICES AND
25	EMERGENCY NOTIFICATION SERVICES IN THE STATE CONSISTENT WITH THE
26	PROVISIONS OF THIS SECTION, INCLUDING FUNDING FOR:
27	(I) PSAP FACILITIES, SERVICES, SYSTEMS, OPERATIONS,

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1	PERSONNEL, TRAINING, MAINTENANCE, REPORTING, COMMUNICATIONS,
2	AND CALL PROCESSING AND RECORDING SYSTEMS; AND
3	$(II)\ OTHER EXPENSES OF PROCESSING AND DISPATCHING CALLS FOR$
4	ASSISTANCE FROM THE POINT A CALL FOR ASSISTANCE REACHES A PUBLIC
5	OR COMMERCIAL NETWORK OR SERVICE TO THE POINT THAT THE REQUEST
6	FOR ASSISTANCE AND RELATED INFORMATION IS COMMUNICATED TO FIRST
7	RESPONDERS, MENTAL HEALTH PROFESSIONALS OR PARAPROFESSIONALS,
8	OR CIVILIAN VOLUNTEERS FOR RESPONSE TO THE REPORTED INCIDENT OR
9	CIRCUMSTANCE, OR IS DELIVERED OR COMMUNICATED TO OTHER PSAPS
10	FOR PROCESSING OR DISPATCH.
11	(b) The funding that the enterprise may provide for the
12	PURPOSES SET FORTH IN SUBSECTION (6)(a) OF THIS SECTION IS NOT
13	SUBJECT TO THE RESTRICTIONS OF SECTION 29-11-104 OR 9 CFR 47,
14	SUBPART I, AS AMENDED, APPLICABLE TO USE OF PROCEEDS OF 911 FEES
15	COLLECTED FROM USERS OF TELEPHONE OR OTHER SERVICES.
16	(7) The enterprise does not have authority over
17	GOVERNING BODIES OR PSAPS.
18	(8) (a) In furtherance of its business purpose and pursuant
19	TO THE AUTHORITY SET FORTH IN SUBSECTION $(5)(a)$ OF THIS SECTION, THE
20	Enterprise shall impose the $911\text{surcharge}$ fee in an amount to be
21	ESTABLISHED ANNUALLY BY THE ENTERPRISE AFTER CONSULTING WITH
22	THE COMMISSION. THE AMOUNT SHALL NOT EXCEED, TOGETHER WITH THE
23	911 SURCHARGE IMPOSED BY THE COMMISSION, THE LIMITATION OF FIFTY
24	CENTS PER MONTH PER 911 ACCESS CONNECTION SET FORTH IN SECTION
25	29-11-102.3 (1)(a). The enterprise shall establish the 911
26	ENTERPRISE FEE BEFORE THE COMMISSION ESTABLISHES ITS SURCHARGE
27	PURSUANT TO SECTION 29-11-102.3 (1)(b). THE AMOUNT OF THE 911

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ENTERPRISE FEE MUST BE REASONABLY CALCULATED BASED ON THE COST
OF THE SERVICES PROVIDED BY THE ENTERPRISE AND RECEIVED BY
TELEPHONE SERVICE USERS, AND THE AMOUNT IMPOSED PER 911 ACCESS
CONNECTION MUST BE UNIFORM, REGARDLESS OF THE TECHNOLOGY USED
TO PROVIDE THE CONNECTION.
(b) For the purpose of minimizing compliance costs for
SERVICE USERS AND ADMINISTRATIVE COSTS FOR THE STATE, THE
COMMISSION SHALL COLLECT THE $911\mathrm{enterprise}$ fee on Behalf of the
ENTERPRISE AND A SERVICE SUPPLIER SHALL COLLECT THE 911
ENTERPRISE FEE FROM ITS SERVICE USERS AND REMIT IT TO THE
COMMISSION IN THE SAME MANNER IT COLLECTS AND REMITS THE
COMMISSION'S SURCHARGE PURSUANT TO SECTION 29-11-102.3.
(c) THE COMMISSION SHALL TRANSMIT ANY FEES IT COLLECTS ON
BEHALF OF THE ENTERPRISE IN ACCORDANCE WITH SECTION 29-11-102.3
(3)(c)(I)(B).
(9) THE ENTERPRISE SHALL IMPLEMENT APPROPRIATE FINANCIAL
CONTROLS AND SHALL MAINTAIN A SEPARATE LEDGER ACCOUNT FOR EACH
PROGRAM, PROJECT, INITIATIVE, GRANT, OR OTHER SIGNIFICANT
CATEGORY OF ADMINISTRATIVE EXPENSES AND SOURCE OF REVENUE.
$\underline{(10)}$ (a) The 911 services enterprise cash fund is created in
THE STATE TREASURY. THE FUND CONSISTS OF MONEY CREDITED TO THE
FUND IN ACCORDANCE WITH THIS SECTION.
(b) The state treasurer shall credit all interest and
INCOME DERIVED FROM THE DEPOSIT AND INVESTMENT OF MONEY IN THE
FUND TO THE FUND.
(c) Money in the fund is continuously appropriated. The

ENTERPRISE MAY EXPEND MONEY FROM THE FUND FOR THE PURPOSES

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1	OUTLINED IN SUBSECTION (5) OF THIS SECTION.
2	(d) THE BOARD MAY SEEK, ACCEPT, AND EXPEND GIFTS, GRANTS,
3	OR DONATIONS FROM PRIVATE OR PUBLIC SOURCES FOR THE PURPOSES OF
4	THIS SECTION, SO LONG AS THE COMBINATION OF GRANTS FROM STATE AND
5	LOCAL GOVERNMENTS IS LESS THAN TEN PERCENT OF THE ENTERPRISE'S
6	TOTAL ANNUAL REVENUE.
7	(e) THE FUND IS SUBJECT TO ALL STATE FISCAL AND ACCOUNTING
8	RULES.
9	SECTION 4. In Colorado Revised Statutes, 40-2-131, amend
10	(1)(f) and (1)(g); and <b>add</b> (1)(h) as follows:
11	40-2-131. State of 911 report. (1) Notwithstanding section
12	24-1-136 (11)(a)(I), on or before September 15, 2018, and on or before
13	September 15 of each year thereafter, the commission shall publish a
14	"state of 911" report and submit the report to the members of the general
15	assembly. The report must provide an overall understanding of the state
16	of 911 service in Colorado and must address, at a minimum, the
17	following:
18	(f) The state's planning for, transition to, and implementation of
19	next generation 911 AND OTHER OR FUTURE STANDARDS-BASED
20	IMPROVEMENTS TO 911, including a projected timeline for full statewide
21	implementation; and
22	(g) A discussion of 911 funding and fiscal outlook, including
23	current funding sources and whether they are adequate for 911 service in
24	the state, and potential funding mechanisms for the transition to and
25	implementation of next generation 911 AND OTHER OR FUTURE
26	STANDARDS-BASED IMPROVEMENTS TO 911; AND
27	(h) THE ACTIVITY OF THE 911 SERVICES ENTERPRISE CREATED IN

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1	SECTION	29-11-108,	INCLUDING	USE	OF	THE	REVENUE	OF	THE	911
2	SERVICES	ENTERPRISE	Ξ.							

SECTION 5. Act subject to petition - effective date. This act takes effect at 12:01 a.m. on the day following the expiration of the ninety-day period after final adjournment of the general assembly; except that, if a 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 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 November 2024 and, in such case, will take effect on the date of the official declaration of the vote thereon by the governor.

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