

STATE OF COLORADO

COLORADO ECONOMIC SECURITY & AI WORKFORCE TRANSITION ACT (CESA)

VERSION 7.0

December 2025

A BILL

FOR AN ACT CONCERNING COMPREHENSIVE ECONOMIC SECURITY FOR ALL COLORADO RESIDENTS THROUGH AN ENTERPRISE FUND MODEL, INCLUDING UNIVERSAL HEALTHCARE WITH ADMINISTRATIVE SAVINGS CAPTURE, COMPREHENSIVE MENTAL HEALTH SERVICES, WORKER PROTECTION FROM ARTIFICIAL INTELLIGENCE DISPLACEMENT, STATE-RUN LIFE INSURANCE, ECONOMIC INDEPENDENCE FROM FEDERAL SYSTEMS, ELIMINATION OF HOMELESSNESS, EDUCATION INDEPENDENCE, ENHANCED STATE DEFENSE CAPABILITIES, INTERGENERATIONAL CARE SYSTEMS, HEALTHY FOOD ACCESS, INTERNATIONAL PARTNERSHIPS, INNOVATION DISTRICTS, DIGITAL LIKENESS PROTECTION, COMPREHENSIVE DISABILITY RIGHTS, CLIMATE RESILIENCE, CLIMATE RESEARCH PROTECTION, DATA PRIVACY PROTECTION, WORKER CLASSIFICATION STANDARDS, UNIVERSAL CHILDCARE ACCESS, TECHNOLOGY ASSISTANCE SERVICES, RURAL IMPLEMENTATION STANDARDS, COLORADO STATE BANK, TABOR-COMPLIANT FUNDING MECHANISMS, PHASED IMPLEMENTATION OVER THIRTEEN YEARS, AND RELATED MATTERS.

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“It doesn’t matter where you started, what matters is where you finish and the journey along the way.”

— mav QBJ

EXECUTIVE SUMMARY: HOW CESA SAVES YOU MONEY

The Core Promise

CESA does not ask Coloradans to pay more. CESA restructures how you already pay so you get better results for less money.

Current System vs. CESA

For a Typical Colorado Family (Income: \$75,000)

Expense	Current System	Under CESA	Annual Savings
Health insurance premiums	\$8,400	\$0	\$8,400
Deductibles & copays	\$2,500	\$0	\$2,500
Out-of-pocket maximum risk	\$8,000	\$0	\$8,000 (risk eliminated)
CESA Healthcare Contribution	\$0	\$3,750 (5% of income)	—
Life insurance premiums	\$1,200	\$0	\$1,200
CESA Life Security Contribution	\$0	\$750 (1% of income)	—
NET ANNUAL SAVINGS	—	—	\$7,350

For a Typical Colorado Employer (50 employees, avg salary \$60,000)

Expense	Current System	Under CESA	Annual Savings
Health insurance premiums	\$420,000	\$0	\$420,000
HR administration for benefits	\$50,000	\$15,000	\$35,000
CESA Employer Contribution	\$0	\$270,000 (9% of payroll)	—
NET ANNUAL SAVINGS	—	—	\$185,000

Where the Money Comes From

CESA captures money currently wasted on:

1. **Insurance company profits** - \$2+ billion annually leaves Colorado

2. **Administrative overhead** - 25% of every healthcare dollar goes to paperwork
3. **Billing and collections** - Doctors spend more on billing than on many procedures
4. **Denied claims and appeals** - Billions in administrative warfare
5. **Duplicative systems** - Every insurer reinvents the wheel

CESA consolidates this into one efficient system where 95%+ of every dollar goes to actual care.

TABOR Compliance

CESA is structured as **Enterprise Funds** - the same legal structure Colorado uses for: -
Unemployment Insurance - Workers' Compensation
- Colorado Lottery

Enterprise funds are **exempt from TABOR** because they provide services in exchange for fees, not taxes. You pay, you receive benefits. No voter approval required for the core funding mechanism.

Implementation Timeline

CESA is implemented over **13 years in three phases**, with built-in checkpoints, independent analysis requirements, and adaptive adjustments based on real-world results.

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SECTION 1: TITLE, LEGISLATIVE FINDINGS, AND DEFINITIONS

1.1 Short Title

This Act shall be known and may be cited as the “Colorado Economic Security and AI Workforce Transition Act” or “CESA” or “CESA - Colorado CESA.”

1.2 Legislative Findings

The General Assembly of the State of Colorado hereby finds and declares that:

- (1) The rapid advancement of artificial intelligence and automation technologies poses an unprecedented threat to employment stability, with projections indicating that 30-40% of current jobs may be displaced within the next decade;
- (2) The current healthcare system in the United States places an unsustainable financial burden on working families and businesses, with Colorado residents paying among the highest healthcare costs in the nation;
- (3) Federal government dysfunction, political polarization, and uncertainty regarding the future of programs such as Social Security and Medicare necessitate state-level solutions to ensure the economic security of Colorado residents;
- (4) The sudden death of a family breadwinner can devastate families financially, and private life insurance is often unaffordable, inaccessible to those with pre-existing conditions, or inadequate;
- (5) Rising rates of obesity, diabetes, and cardiovascular disease driven by unhealthy food consumption create substantial healthcare costs that could be reduced through prevention-focused food policy;
- (6) Homelessness represents both a humanitarian crisis and an economic inefficiency that can be eliminated through coordinated housing, employment, and support services;
- (7) Colorado possesses abundant renewable energy resources that can provide energy independence, reduce costs, and protect the environment;
- (8) The federal education system is increasingly subject to political agendas that may not serve the best interests of Colorado students, families, and communities;
- (9) Human trafficking is a grave crime against humanity that demands severe penalties and comprehensive enforcement;
- (10) Colorado's sovereign tribal nations are valued partners whose members deserve access to all state programs while maintaining their sovereignty;
- (11) Economic security requires protection from multiple risks including job loss, illness, death, and systemic economic disruption;
- (12) An integrated approach addressing healthcare, worker protection, family security, housing, education, and economic independence will create a more resilient and prosperous Colorado;
- (13) Direct-to-consumer advertising of prescription drugs, over-the-counter medications, and medical devices undermines the doctor-patient relationship and drives up healthcare costs that are now borne by Colorado taxpayers;

- (14) Intergenerational care systems strengthen communities and ensure that those who help others in their youth are guaranteed help when they themselves need it;
- (15) Access to high-quality, natural foods should not be limited by income or geography, and Colorado can lead the nation in making healthy food the affordable and accessible choice;
- (16) International partnerships through sister city and sister state relationships can enhance cultural exchange, economic development, and global cooperation;
- (17) AI and high-automation companies must contribute to the communities and energy infrastructure they rely upon;
- (18) Whistleblowers who report wrongdoing in good faith deserve protection from retaliation;
- (19) Colorado's legislation should be designed to evolve with changing circumstances while protecting core principles through democratic processes;
- (20) Strategic development of innovation districts can attract industries and create economic hubs that benefit all Coloradans;
- (21) Colorado has both the resources and the responsibility to lead the nation—and the world—in creating a comprehensive economic security system that serves as a model for other states and countries.

1.3 Purpose

The purposes of this Act are to:

- (1) Establish universal healthcare coverage for all Colorado residents through the Care Without Fear system;
- (2) Protect workers displaced by artificial intelligence and automation with income security and retraining;
- (3) Create a state-run life insurance program that is affordable, accessible, and portable;
- (4) Reduce economic dependence on federal programs and prepare Colorado for potential federal dysfunction;
- (5) Eliminate homelessness in Colorado within five years through the Zero Homeless Colorado program;
- (6) Establish a comprehensive business support system to help Colorado businesses thrive;
- (7) Achieve energy independence through expansion of renewable energy infrastructure;
- (8) Protect immigrants from federal overreach while maintaining public safety;
- (9) Ensure voting access for all eligible Colorado residents;

- (10) Impose severe penalties on human traffickers and protect victims;
- (11) Honor tribal sovereignty while ensuring tribal members have access to all state programs;
- (12) Transition Colorado's education system away from federal control toward state-managed, eventually free education;
- (13) Generate revenue fairly through progressive taxation that asks more of those who have benefited most;
- (14) Protect all funds established under this Act from misuse, corruption, or diversion;
- (15) Establish a unified state agency (CESA Administration) to coordinate all economic security programs;
- (16) Create a Colorado Benefits Card that simplifies access to all state programs;
- (17) Eliminate pharmaceutical and medical device advertising to restore the integrity of the doctor-patient relationship;
- (18) Create an intergenerational Elder Care Credit System where young people earn guaranteed future care by helping elders today;
- (19) Make high-quality, natural foods more accessible and affordable than processed alternatives;
- (20) Establish international partnerships through the Colorado Global Partnership Program;
- (21) Protect whistleblowers who report wrongdoing related to CESA programs;
- (22) Ensure AI companies contribute energy and resources back to Colorado;
- (23) Create innovation districts to attract industries and create economic hubs;
- (24) Establish a constitutional core of protected principles that can only be changed by public vote;
- (25) Make Colorado the most attractive state for both workers and businesses by creating comprehensive economic security;
- (26) Position Colorado as a model for the world—a place of abundance, prosperity, peace, zero hunger, and zero homelessness.

1.4 Definitions

As used in this Act, unless the context otherwise requires:

“Artificial Intelligence” or “AI” means any machine-based system that can, for a given set of human-defined objectives, make predictions, recommendations, or decisions influencing real or virtual environments, including machine learning, deep learning, neural networks, natural language processing, computer vision, and robotic process automation.

“AI Displacement” means the elimination, substantial reduction, or fundamental transformation of a job position due to the implementation of artificial intelligence, automation, or related technologies where the work previously performed by a human employee is now performed primarily by AI systems.

“Automation Intensity Ratio” means the ratio of a company’s annual revenue to its number of employees, used to determine AI Industry Requirements under Section 25.

“Care Without Fear” means the universal healthcare system established under Section 2 of this Act.

“CESA Administration” means the Colorado Economic Security Administration established under Section 18 of this Act.

“CESA Constitutional Core” means the protected principles established under Section 31 that require a 68% supermajority public vote to amend.

“Colorado Benefits Card” means the chip-enabled identification and benefits card established under Section 19 of this Act.

“Colorado Community Business” means a business certified under Section 26 as meeting community-focused criteria.

“Colorado Cost of Living Standard” or “CCLS” means the state-specific measure of income required for a household to meet basic needs in Colorado, as established under Section 1.5 of this Act, replacing the federal poverty level for CESA programs.

“Colorado Innovation District” means a designated economic zone established under Section 33 for targeted industry development.

“Colorado Qualified Business” means a business entity that meets the requirements established under Section 4.8 of this Act, including compliance with AI displacement requirements, participation in state programs, and good standing with state regulations.

“Colorado Quality Food” means food products certified under Section 3.8 as meeting high standards for natural ingredients, minimal processing, and nutritional value.

“Colorado Resident” means any individual who has established domicile in Colorado, regardless of immigration status, including individuals who have lived in Colorado for 90 or more consecutive days with intent to remain.

“Colorado Shield” means the enhanced State Defense Force capabilities established under Section 7 of this Act, including weather monitoring, highway surveillance, search and rescue, and border defense readiness.

“Colorado Veteran” means a member of the State Defense Force who has received an honorable discharge after completing required service, as defined in Section 7.9.

“Colorado WIC” means the Colorado Women, Infants, and Children Program established under Section 3.7.4 of this Act, a state-funded nutrition assistance program replacing participation in the federal WIC program.

“Colorado Community Asset Program” means the program established under Section 13.3(d) for allocating seized assets from human trafficking convictions to Colorado families in need.

“Contribution Level” means the percentage of income (1-20%) that a participant in the Life Security Program elects to contribute.

“CRSP” means the Colorado Retirement Security Program established under Section 6 of this Act.

“Death Benefit” means the lump sum payment made to designated beneficiaries upon the death of a Life Security Program participant.

“Department” means the Colorado Department of Labor and Employment unless otherwise specified.

“Elder Care Credit” means the unit of credit earned under Section 2.12 by providing assistance to elderly Colorado residents, redeemable for equivalent assistance when the credit holder reaches elder status.

“Global Partner” means a city, state, territory, or region with which Colorado has established a formal partnership under Section 23.

“Health-Impact Tax” means the taxes imposed under Section 3.7 on sugary beverages, high-sugar high-fat foods, ultra-processed foods, and chain restaurant prepared foods.

“Healthcare Advertising” means any advertisement for prescription medications, over-the-counter medications, or medical devices, as regulated under Section 2.11.

“Human Trafficking” means the recruitment, harboring, transportation, provision, obtaining, patronizing, or soliciting of a person for the purpose of a commercial sex act or labor or services through the use of force, fraud, or coercion, as further defined in Section 13.

“Life Security Program” means the state-run life insurance program established under Section 5 of this Act.

“Position Restoration” means the requirement under Section 4.6 that when an AI-displaced worker dies, the employer must hire a replacement at the same salary level.

“Prosperity Partnership” means the revenue and benefits program established under Section 16 for high-income earners, luxury property owners, and corporations.

“Sister City” means a city with which a Colorado city has established a formal partnership under Section 23.

“Sister State” means a state, territory, or region with which Colorado has established a formal statewide partnership under Section 23.

“Small Business” means a business entity with fewer than 500 employees and less than \$50 million in annual revenue.

“Sponsor” means a trained individual who provides guidance, support, and accountability to a participant in the Zero Homeless Colorado program.

“State Defense Force” or “SDF” means the Colorado State Defense Force established under Section 7 of this Act, a state military force under the command of the Governor that cannot be federalized.

“Strategic Foresight Office” means the office established under Section 32 to monitor emerging trends and provide early warnings.

“Tribal Nation” means the Ute Mountain Ute Tribe or the Southern Ute Indian Tribe, recognized as sovereign nations.

“Whistleblower” means an individual who reports violations of this Act in good faith as defined in Section 24.

“Young Innovator” means a Colorado resident between the ages of 16 and 30 eligible for entrepreneurship support under Section 20.9 of this Act.

“Zero Homeless Colorado” means the comprehensive homelessness elimination program established under Section 8 of this Act.

SECTION 1.5: COLORADO COST OF LIVING STANDARD

(a) Establishment

There is hereby established the Colorado Cost of Living Standard (CCLS), a state-specific measure of the income required for a household to meet basic needs in Colorado, replacing the use of the federal poverty level for all CESA programs.

(b) Purpose

The CCLS:

- Reflects the actual cost of living in Colorado, which is higher than the national average
- Ensures that eligibility for CESA programs is based on Colorado reality, not national averages
- Is calculated and updated by CESA Administration annually
- Accounts for regional variations within Colorado

(c) Calculation Method

The CCLS shall be calculated based on the actual Colorado costs of:

- Housing (rent or mortgage for modest housing)
- Food (nutritious diet based on USDA guidelines)
- Healthcare (any costs not covered by Care Without Fear)
- Transportation (public transit or modest vehicle costs)
- Childcare (for families with children)
- Utilities (electric, gas, water, basic internet)
- Clothing and personal care

- Emergency savings (5% buffer)

(d) Initial Standards

Until CESA Administration completes its first annual calculation, the CCLS shall be:

Household Size	Annual CCLS	Monthly CCLS	Comparison to Federal Poverty Level
1 person	\$28,000	\$2,333	185% of FPL
2 persons	\$38,000	\$3,167	190% of FPL
3 persons	\$48,000	\$4,000	195% of FPL
4 persons	\$58,000	\$4,833	195% of FPL
Each additional	+\$8,000	+\$667	~175% of FPL increment

(e) Regional Adjustments

CESA Administration may establish regional adjustment factors for:

- Denver Metro Area: Up to 120% of base CCLS
- Mountain Resort Communities: Up to 130% of base CCLS
- Rural Eastern Plains: 90-100% of base CCLS
- Western Slope: 100-110% of base CCLS

(f) Annual Update

- CESA Administration shall update the CCLS annually by March 1
- Updates based on Colorado-specific cost data from the prior year
- Public comment period before finalization
- Automatic adjustment for inflation if update delayed

(g) Application

All CESA programs using income-based eligibility shall use the CCLS, including:

- Care Without Fear contribution levels
- Colorado WIC Program
- Healthy Food Access programs
- Zero Homeless Colorado
- Life Security Program considerations
- Any other income-tested benefit

(h) Transition

- Year 1: Programs may use either CCLS or federal poverty level, whichever is more generous to the applicant
- Year 2+: CCLS is the sole standard for CESA programs

SECTION 2: CARE WITHOUT FEAR - UNIVERSAL HEALTHCARE SYSTEM

2.1 Establishment

There is hereby established the “Care Without Fear” universal healthcare system, which shall provide comprehensive healthcare coverage to all Colorado residents regardless of employment status, income level, pre-existing conditions, or immigration status.

2.2 Coverage

(a) Care Without Fear shall provide coverage for:

- Primary and preventive care, including annual physicals, immunizations, screenings, and wellness visits
- Specialist care and consultations
- Hospital services, including inpatient, outpatient, and emergency care
- Surgical procedures
- Prescription medications, including brand-name and generic drugs
- Mental health services, including therapy, counseling, psychiatric care, and substance abuse treatment
- Dental care, including preventive, restorative, and emergency dental services
- Vision care, including eye exams, glasses, and contact lenses
- Maternity and newborn care
- Pediatric services
- Laboratory and diagnostic services
- Rehabilitation services, including physical therapy, occupational therapy, and speech therapy
- Home health services
- Hospice and palliative care
- Medical equipment and supplies
- Ambulance and emergency medical transport
- Telehealth services

(b) Care Without Fear coverage shall have **no copays, deductibles, coinsurance, or out-of-pocket maximums** for covered services.

(c) Coverage shall continue regardless of employment status. Losing a job does not affect healthcare coverage.

2.3 Eligibility

(a) All Colorado residents are eligible for Care Without Fear coverage, including:

- Individuals employed full-time, part-time, or seasonally
- Self-employed individuals and independent contractors
- Unemployed individuals

- Retired individuals
- Students
- Children and dependents
- Individuals regardless of immigration status
- AI-displaced workers receiving payments under Section 4
- Life Security Program participants
- Individuals experiencing homelessness
- Tribal members residing in Colorado

(b) Residency Requirement: Individuals must have established domicile in Colorado, defined as living in Colorado for 90 or more consecutive days with intent to remain, OR having established a permanent address in Colorado.

(c) Visitors and Emergency Care: Non-residents visiting Colorado shall receive emergency care. See Section 2.9(g) for visitor billing and cost recovery.

(d) Coverage Tiers Clarification:

Status	Coverage Level
Residents (90+ days, intent to stay)	Full coverage
Contributing residents (working, paying in, volunteering)	Full coverage
Immigrants (regardless of status, if contributing)	Full coverage
Visitors from other states	Emergency care only

2.4 Funding

(a) Care Without Fear shall be funded primarily through an increase in the Colorado state income tax rate, implemented in phases as specified in Section 3.

(b) Phased Income Tax Implementation:

Period	Tax Increase	Rate
Years 1-2	2.2%	4.4% → 6.6%
Years 3-5	2.0%	4.4% → 6.4%
Year 6+	Evaluated annually	Target: further reduction

(c) Cost comparison for typical family (Years 1-2):

Annual Income	Tax Increase	Typical Insurance Cost	Net Annual Savings
\$50,000	\$1,100	\$9,000 - \$12,000	\$7,900 - \$10,900
\$70,000	\$1,540	\$12,000 - \$15,000	\$10,460 - \$13,460

Annual Income	Tax Increase	Typical Insurance Cost	Net Annual Savings
\$100,000	\$2,200	\$15,000 - \$20,000	\$12,800 - \$17,800
\$150,000	\$3,300	\$18,000 - \$25,000	\$14,700 - \$21,700

(d) Additional funding from Health-Impact Food Taxes (Section 3.7), Enhanced Liquor Taxes (Section 3), tourism fees (Section 6), AI Industry Requirements (Section 25), and business contributions.

2.5 Administration

(a) The CESA Administration shall administer Care Without Fear in coordination with the Colorado Department of Health Care Policy and Financing.

(b) A Care Without Fear Board shall be established, consisting of:

- Three members appointed by the Governor
- Two members appointed by the State Senate
- Two members appointed by the State House of Representatives
- Two healthcare professionals elected by healthcare provider associations
- Two patient advocates elected by patient advocacy organizations

(c) The Board shall set reimbursement rates, establish quality standards, review appeals, and ensure adequate provider networks throughout Colorado.

2.6 Provider Participation

(a) All licensed healthcare providers in Colorado shall participate in Care Without Fear as specified in Section 2.10.

(b) Reimbursement rates shall be set at levels sufficient to ensure provider participation and quality care, benchmarked to Medicare rates plus adjustments for Colorado cost of living.

(c) Administrative simplification: Providers shall submit claims through a single, unified system, reducing administrative costs currently spent on multiple insurance billing systems.

2.7 Business Benefits

Businesses operating in Colorado shall realize the following benefits from Care Without Fear:

- Elimination of employer-sponsored health insurance costs (average savings: **\$14,000-\$20,000 per employee annually**)
- Elimination of workers' compensation medical costs (integrated into Care Without Fear)
- Elimination of benefits administration costs
- No COBRA administration requirements
- Healthier workforce due to preventive care access
- Competitive advantage in recruiting workers from other states

2.8 Transition

- (a) Implementation shall occur over a 24-month period following passage of this Act.
- (b) Individuals with existing insurance may maintain it during the transition period.
- (c) Employers currently providing health insurance shall redirect those funds to employee compensation, business investment, or other purposes at their discretion.

2.9 Federal Funding Independence and Phase-Out

(a) Core Principle:

Colorado shall fund Care Without Fear and all CESA programs entirely through state revenue sources. No federal funding shall be sought, accepted, or relied upon for the operation of CESA programs, ensuring that the federal government has no leverage to deny, modify, or attach conditions to Colorado's economic security system.

(b) Federal Funding Phase-Out Timeline:

Year	Federal Role	Colorado Role
Year 1	Secondary payer for existing Medicare/Medicaid enrollees	Primary payer for all services
Year 2	Continue secondary for transition cases only	Expand primary coverage
Year 3-4	Wind down remaining cases	Full primary responsibility
Year 5-6	Coordination only (no funding)	Sole payer for residents
Year 7+	No federal funding accepted	Complete independence

(c) No Federal Strings:

- Colorado shall not accept federal grants, waivers, or funding arrangements that include conditions affecting CESA program design, eligibility, or benefits
- Existing federal programs (Medicare, Medicaid, VA) continue for those who prefer them, but Care Without Fear operates independently
- Colorado will not seek Medicaid expansion or ACA waivers that would create federal dependencies

(d) Self-Sufficiency Funding:

The revenue sources in Section 3 are designed to fully fund Care Without Fear without federal participation, including:

- Income tax increase (phased)
- Enhanced liquor taxes
- Health-impact food taxes
- Business contributions
- Tourism fees

- AI Industry Requirements
- Prosperity Partnership revenue

(e) Federal Coordination:

Colorado may coordinate with federal agencies for:

- Data sharing (with appropriate privacy protections)
- Emergency response (disasters, pandemics)
- Interstate coverage recognition
- Veterans' services (VA remains an option for veterans)

(f) Medicare/Medicaid Enrollee Protection:

- Current Medicare/Medicaid enrollees may continue those programs if desired
- Care Without Fear covers anything federal programs do not
- No Colorado resident loses coverage during transition
- Those who prefer federal programs keep them; those who prefer Care Without Fear have it

(g) Visitor Cost Recovery:

(i) Billing Process:

- Healthcare providers bill CESA directly for visitor emergency care (not the visitor)
- CESA bills the visitor's home state or insurance
- Visitors do not deal with individual provider billing
- Clean, simple process for providers

(ii) Collection Approach:

- Focus on those who CAN pay but WON'T pay
- Hardship exemptions for those who genuinely cannot afford payment
- Payment plan forgiveness available for good-faith efforts
- Interstate DMV cooperation for collection (license suspension for non-payment after multiple attempts)
- Legal collection only after multiple attempts and clear ability to pay
- Appeals process for disputes

(iii) Good Faith Standard:

- Making any payment, however small, constitutes good faith
- Documented financial hardship exempts from collection
- No aggressive collection against those in genuine financial distress

SECTION 2.10: PRIVATE INSURANCE TRANSITION

2.10.1 Purpose

This section establishes a phased transition from private health insurance to Care Without Fear that protects consumers, supports insurance industry workers, and ensures continuous coverage throughout the transition period.

2.10.2 Transition Timeline

Phase 1: Parallel Systems (Years 1-3)

(a) Care Without Fear enrollment opens for: - Uninsured Coloradans - Underinsured Coloradans (high deductible plans) - Small businesses choosing to transition - Individuals choosing to transition

(b) Private insurance remains available and legal during this phase.

(c) Employers may choose to: - Maintain current insurance and pay CESA contribution (credited against insurance costs) - Transition to Care Without Fear and pay only CESA contribution - Offer employees choice between systems

Phase 2: Accelerated Transition (Years 4-7)

(a) Care Without Fear becomes the default for: - All new employees entering workforce - All small businesses (under 50 employees) - All state and local government employees

(b) Private insurance may continue for: - Employers who affirmatively choose to maintain it - Supplemental coverage (cosmetic, luxury amenities, etc.) - Out-of-state coverage coordination

(c) Insurance companies must offer Care Without Fear enrollment assistance to policyholders.

Phase 3: Full Implementation (Years 8-13)

(a) Care Without Fear becomes universal default coverage for all Colorado residents.

(b) Private insurance transition to supplemental-only: - Coverage for services not included in Care Without Fear - Luxury amenities (private rooms, etc.) - Out-of-state and international coverage - Coordination with employer plans for multi-state companies

(c) No Coloradan shall be required to purchase private insurance for services covered by Care Without Fear.

2.10.3 Insurance Industry Worker Protection

(a) CESA shall establish the **Insurance Workforce Transition Program** providing:

(1) **Hiring Priority:** Insurance industry workers receive priority hiring for CESA administrative positions, with skills recognized as directly transferable.

(2) **Retraining Programs:** Free retraining for insurance workers transitioning to:

- Healthcare administration
- CESA claims processing
- Healthcare navigation services
- Other growing industries

(3) **Severance Supplement:** Workers laid off due to the transition receive supplemental unemployment benefits equal to 50% of the difference between their prior salary and unemployment benefits for up to 24 months.

(4) **Early Retirement Bridge:** Workers over 55 with 20+ years in insurance industry may access early retirement bridge benefits until eligible for Social Security/Medicare.

(b) Insurance companies with over 500 Colorado employees must submit workforce transition plans to CESA detailing how they will support affected workers.

2.10.4 Consumer Protection During Transition

(a) No Coverage Gaps: No Coloradan shall experience a gap in coverage during the transition period.

(b) Rate Freeze: During Phase 1, insurance companies may not increase premiums by more than the medical inflation rate.

(c) No Penalties: Individuals who maintain private insurance shall not be penalized; they simply pay both their insurance premium and their CESA contribution (which builds Care Without Fear for when they choose to transition).

(d) Portability: Coverage earned under private insurance (pre-authorizations, treatment plans, etc.) shall be honored by Care Without Fear upon transition.

2.10.5 Insurance Company Requirements During Transition

(a) Insurance companies operating in Colorado must:

- (1) Provide clear disclosure to policyholders about Care Without Fear availability
- (2) Offer seamless transition assistance to policyholders choosing to switch
- (3) Transfer relevant medical records to Care Without Fear upon policyholder request
- (4) Continue honoring existing policies through their terms

(b) Insurance companies may not:

- (1) Impose penalties on policyholders who switch to Care Without Fear
- (2) Discriminate against healthcare providers who participate in Care Without Fear
- (3) Spread misinformation about Care Without Fear coverage or quality

2.10.6 Supplemental Insurance Market

(a) Following full Care Without Fear implementation, private insurers may offer supplemental coverage for:

- (1) Private room upgrades during hospital stays
- (2) Cosmetic procedures not medically necessary
- (3) Experimental treatments not yet covered by Care Without Fear
- (4) International and out-of-state travel coverage
- (5) Concierge medicine services
- (6) Alternative therapies not included in Care Without Fear

(b) Supplemental insurance may NOT:

- (1) Duplicate Care Without Fear covered services
- (2) Create “two-tier” healthcare where basic services are better for supplemental policyholders
- (3) Allow providers to prioritize supplemental patients over Care Without Fear patients for covered services

2.11 Healthcare Advertising Standards

(a) Prohibition:

The following advertising is **prohibited** in Colorado:

- Direct-to-consumer advertising of **prescription medications**
- Direct-to-consumer advertising of **over-the-counter medications** (except basic product availability information)
- Direct-to-consumer advertising of **medical devices** intended for patient use
- Any advertising that implies a patient should ask their doctor for a specific medication or device

(b) Rationale:

- Healthcare decisions should be made by patients and doctors, not influenced by advertising
- Prescription drug advertising drives demand for expensive brand-name drugs when generics may be equally effective
- Colorado taxpayers now fund healthcare; advertising costs should not be passed to taxpayers
- The doctor-patient relationship is undermined when patients arrive with advertising-driven requests

(c) Permitted Communications:

- Medical journal advertising to healthcare professionals
- Informational materials provided at the point of care
- Public health campaigns (vaccination awareness, disease screening, etc.)
- Drug manufacturer communications to pharmacies and hospitals

- Basic product availability information for OTC products (product exists, where to buy) without therapeutic claims

(d) Penalties:

Violation Number	Penalty
First	\$50,000 per advertisement
Second	\$100,000 per advertisement
Third	\$250,000 per advertisement
Fourth	\$500,000 per advertisement
Fifth	\$500,000 + CEO personal liability
Sixth+	\$500,000 + CEO imprisonment (up to 1 year per violation)

(e) Advertising Agency Liability:

Advertising agencies that create or place prohibited healthcare advertising in Colorado are jointly liable for penalties.

(f) Formulary Independence:

To ensure patient access is never affected, prohibited advertising shall have **no impact** on Care Without Fear formulary decisions. Drugs and devices are included based solely on:

- Clinical efficacy
- Safety profile
- Cost-effectiveness
- Medical necessity

Advertising violations by a manufacturer do not result in removal of their products from the formulary if medically needed.

(g) Enforcement:

The CESA Administration shall establish an enforcement division for healthcare advertising standards, with authority to:

- Monitor advertising across all media
- Issue cease-and-desist orders
- Levy fines
- Refer criminal violations for prosecution
- Publish quarterly reports on enforcement actions

2.12 Elder Care Credit System

2.12.1 Purpose

The Elder Care Credit System establishes an intergenerational compact: young Coloradans who help their elders today are guaranteed equivalent help when they themselves become elders. This creates a self-sustaining cycle of care that strengthens communities and ensures no elder is alone or forgotten.

2.12.2 The Promise

One hour given = One hour guaranteed.

When you help an elder today, you earn credits that guarantee you will receive the same help when you need it. This is not charity—it is an investment in your own future and a commitment from Colorado that your service will be honored.

2.12.3 Eligibility to Earn Credits

(a) Any Colorado resident age 16 or older may earn Elder Care Credits by providing approved assistance to registered elder recipients.

(b) There is no income test or other qualification—all Coloradans can participate.

(c) Those receiving Care Without Fear, Life Security, or other CESA benefits remain eligible to earn credits.

2.12.4 Eligible Activities

Credits may be earned for:

- Grocery shopping and errands
- Transportation to appointments
- Meal preparation
- Light housekeeping
- Yard work and minor home maintenance
- Companionship and social visits
- Reading or writing assistance
- Technology help (phones, computers, video calls)
- Pet care assistance
- Accompanying to community events
- Other activities approved by CESA Administration

2.12.5 Credit Rates

Activity Type	Credits per Hour
Standard assistance (errands, housekeeping, companionship)	1.0
Specialized assistance (skilled tasks,	1.25

Activity Type	Credits per Hour
multiple elders)	
Emergency assistance (unscheduled urgent needs)	1.5
Holiday/weekend assistance	1.25

2.12.6 Earning and Tracking

(a) All credits are tracked through the Colorado Services Portal (Section 19.8) linked to the Colorado Benefits Card.

(b) Credits are verified by:

- Elder recipient confirmation (simple tap or voice confirmation)
- Automatic location verification (credit earner present at elder's registered location)
- Periodic random verification audits

(c) Credits appear in real-time on the earner's portal account.

2.12.7 Redemption

(a) Eligibility to Redeem:

- Age 65 or older, OR
- Any age with documented disability or chronic illness requiring assistance, OR
- Any age during recovery from surgery, injury, or acute illness (temporary redemption)

(b) Redemption Value:

One credit = One hour of equivalent assistance from another participant.

(c) No Expiration:

Credits never expire. Credits earned at age 16 are fully valid at age 85.

(d) Transferability:

- Credits may be transferred to a spouse, parent, or grandparent
- Credits may be donated to the general pool for elders without family
- Credits may NOT be sold for money

2.12.8 Elder Registration

(a) Colorado residents age 65+ may register as elder recipients.

(b) Registration includes:

- Needs assessment (what help is needed, how often)
- Safety verification (background checks on credit earners who will assist)
- Emergency contact information

- Communication preferences

(c) Registration is free and processed within 7 days.

2.12.9 Program Administration

(a) CESA Administration oversees the Elder Care Credit System through a dedicated Elder Care Division.

(b) Funding:

- Program administration funded through general CESA revenue
- No federal grants or funding sought or accepted
- Program operates entirely through volunteer credits, not paid staff for direct services
- Matching coordinators are state employees

(c) Functions include:

- Matching credit earners with elder recipients
- Training credit earners (online modules, safety protocols)
- Investigating complaints or concerns
- Maintaining the credit tracking system
- Community outreach and program promotion

2.12.10 Protections

(a) For Elders:

- All credit earners undergo background checks
- Training on elder care, boundaries, and emergency protocols
- Easy reporting mechanism for concerns
- Right to refuse specific credit earners
- Regular check-ins by program coordinators

(b) For Credit Earners:

- Clear scope of activities (not medical or personal care unless certified)
- Liability protection for good-faith assistance
- Right to refuse specific assignments
- Support and guidance from program coordinators

2.12.11 Integration with Other Programs

- **Care Without Fear:** Medical care is separate from Elder Care Credits; credits are for non-medical assistance
- **Zero Homeless Colorado:** Elders experiencing homelessness receive priority housing AND elder care assistance
- **Colorado Benefits Card:** Credits tracked and accessed through the unified card
- **Life Security Program:** Elder Care Credits do not affect Life Security benefits

2.12.12 Community Building

(a) The Elder Care Credit System is designed to build community, not replace it.

(b) CESA shall promote:

- Multi-generational community events
- Recognition of high-participation communities
- Stories of meaningful connections formed through the program
- School and youth group participation

(c) The goal is not just service delivery but the creation of an intergenerational community where young and old know each other, care for each other, and enrich each other's lives.

SECTION 2.12: COMPREHENSIVE MENTAL HEALTH SERVICES

2.12.1 Legislative Finding and Purpose

(a) The General Assembly finds that:

- (1) Mental health is inseparable from physical health, and untreated mental illness costs Colorado billions annually in lost productivity, healthcare costs, criminal justice expenses, and human suffering;
- (2) Approximately one in five Colorado adults experiences mental illness in any given year, and one in twenty experiences serious mental illness;
- (3) Colorado consistently ranks among the worst states in the nation for youth mental health outcomes, with suicide being the leading cause of death for Coloradans ages 10-24;
- (4) Access to mental health services remains inadequate, with many Coloradans unable to find providers, afford treatment, or receive timely care;
- (5) The integration of mental health services into a comprehensive healthcare system is essential to achieving the goals of Care Without Fear;
- (6) First responders, veterans, and other populations face elevated mental health risks requiring specialized attention;
- (7) Prevention, early intervention, and comprehensive crisis response can significantly reduce the burden of mental illness on individuals, families, and communities.

(b) The purpose of this section is to establish comprehensive mental health services as an integral part of Care Without Fear, ensuring that every Colorado resident has access to high-quality mental health care without financial barriers.

2.12.2 Covered Mental Health Services

Care Without Fear shall provide comprehensive mental health coverage including, but not limited to:

(a) Outpatient Services:

- (1) **Individual Therapy and Counseling:** Unlimited visits to licensed mental health professionals including psychologists, licensed clinical social workers, licensed professional counselors, and licensed marriage and family therapists;
- (2) **Group Therapy:** Therapeutic groups for various conditions including depression, anxiety, trauma, substance use, grief, and specialized populations;
- (3) **Family Therapy:** Therapy involving family members to address family dynamics, communication, and support for members with mental illness;
- (4) **Couples Counseling:** Therapy for couples addressing relationship issues, communication, and mental health impacts on relationships;
- (5) **Psychiatric Evaluation:** Comprehensive psychiatric assessments for diagnosis and treatment planning;
- (6) **Medication Management:** Ongoing psychiatric care for medication prescribing, monitoring, and adjustment;
- (7) **Psychological Testing:** Neuropsychological and psychological testing for diagnosis and treatment planning;
- (8) **Telehealth Mental Health Services:** Remote delivery of mental health services via video, phone, or other technology, with the same coverage as in-person services;
- (9) **Peer Support Services:** Support from certified peer support specialists with lived experience of mental illness or substance use recovery;
- (10) **Case Management:** Coordination of care, resource connection, and ongoing support for individuals with complex needs;
- (11) **Assertive Community Treatment (ACT):** Intensive, team-based treatment for individuals with serious mental illness.

(b) Inpatient and Residential Services:

- (1) **Acute Psychiatric Hospitalization:** Inpatient treatment for mental health crises requiring 24-hour supervision;
- (2) **Residential Treatment Programs:** Longer-term treatment in residential settings for individuals needing intensive care;
- (3) **Partial Hospitalization Programs (PHP):** Day treatment programs providing intensive services while allowing evening return home;

- (4) **Intensive Outpatient Programs (IOP):** Structured treatment several hours per day, several days per week;
- (5) **Crisis Stabilization Units:** Short-term stabilization for individuals in crisis as an alternative to hospitalization;
- (6) **Therapeutic Foster Care:** Specialized foster care for children and youth with mental health needs.

(c) Substance Use Disorder Treatment:

- (1) **Detoxification Services:** Medical supervision during withdrawal from substances;
- (2) **Medication-Assisted Treatment (MAT):** Use of FDA-approved medications (methadone, buprenorphine, naltrexone) in combination with counseling;
- (3) **Residential Rehabilitation:** Inpatient treatment for substance use disorders;
- (4) **Outpatient Treatment Programs:** Counseling and therapy for substance use;
- (5) **Recovery Support Services:** Peer support, recovery housing support, and recovery coaching;
- (6) **Harm Reduction Programs:** Services designed to reduce the negative consequences of substance use, including naloxone distribution, syringe services, and drug checking services.

(d) Crisis Services:

- (1) **24/7 Crisis Hotline:** Statewide mental health crisis line available around the clock, integrated with 988 Suicide and Crisis Lifeline;
- (2) **Mobile Crisis Response Teams:** Teams that respond to mental health crises in the community;
- (3) **Crisis Stabilization Units:** Facilities providing short-term crisis stabilization as an alternative to emergency departments or jails;
- (4) **Walk-In Crisis Centers:** Facilities where individuals can access immediate crisis services without appointment;
- (5) **Crisis Text Line:** Text-based crisis support services;
- (6) **Warm Lines:** Non-emergency support lines for individuals needing to talk but not in crisis.

(e) Specialized Services:

- (1) **Trauma-Informed Care:** Treatment approaches that recognize and respond to the impact of trauma;
- (2) **PTSD Treatment:** Evidence-based treatments for post-traumatic stress disorder including:

- Eye Movement Desensitization and Reprocessing (EMDR)
- Prolonged Exposure Therapy
- Cognitive Processing Therapy
- Trauma-focused Cognitive Behavioral Therapy;

(3) **Eating Disorder Treatment:** Comprehensive eating disorder treatment including residential, partial hospitalization, intensive outpatient, and outpatient levels of care;

(4) **Child and Adolescent Mental Health Services:** Developmentally appropriate mental health services for children and youth including:

- School-based services
- Family-based treatment
- Play therapy
- Trauma-focused treatment for children
- Early childhood mental health consultation;

(5) **Geriatric Mental Health Services:** Specialized services for older adults including:

- Geriatric psychiatry
- Treatment for depression and anxiety in older adults
- Memory care and dementia support
- Support for caregivers;

(6) **Perinatal Mental Health:** Services for pregnant individuals and new parents including:

- Screening for perinatal mood disorders
- Treatment for postpartum depression and anxiety
- Support groups
- Mother-baby units for severe cases;

(7) **LGBTQ+ Affirming Care:** Mental health services specifically affirming and supportive of LGBTQ+ individuals including:

- Gender-affirming mental health care
- Support for coming out process
- Family support services
- Treatment by providers trained in LGBTQ+ competency;

(8) **Culturally Responsive Services:** Mental health services adapted to the cultural backgrounds and needs of diverse populations.

2.12.3 Mental Health Parity

(a) Parity Requirement: Mental health and substance use disorder services shall be provided on par with physical health services, with:

- (1) No separate deductibles for mental health services;
- (2) No visit limits beyond those applied to physical health services;

- (3) No prior authorization requirements more restrictive than those for physical health services;
- (4) Equal coverage for inpatient and outpatient mental health services as for medical/surgical services;
- (5) Network adequacy standards ensuring adequate access to mental health providers;
- (6) Reimbursement rates for mental health services comparable to those for similar medical services.

(b) Enforcement: CESA shall actively monitor and enforce parity requirements, with penalties for parity violations.

(c) Annual Parity Report: CESA shall publish an annual report on mental health parity compliance including utilization data, denial rates, and access metrics.

2.12.4 Mental Health Workforce Development

(a) Loan Forgiveness Program:

- (1) Mental health professionals who practice in Colorado for five or more years shall be eligible for student loan forgiveness up to \$100,000;
- (2) Enhanced forgiveness of up to \$150,000 for professionals practicing in underserved areas including rural communities, frontier areas, and communities with documented provider shortages;
- (3) Eligible professionals include psychiatrists, psychologists, licensed clinical social workers, licensed professional counselors, licensed marriage and family therapists, psychiatric nurse practitioners, and certified addiction counselors;
- (4) Priority consideration for professionals serving Medicaid populations, children and youth, or specialized populations.

(b) Training Programs:

- (1) CESA shall fund expansion of mental health professional training programs at Colorado colleges and universities;
- (2) Funding for psychiatry residency positions at Colorado hospitals;
- (3) Support for psychology internships and postdoctoral fellowships;
- (4) Scholarships for students pursuing mental health careers;
- (5) Pipeline programs to recruit students from underrepresented communities into mental health careers.

(c) Peer Support Certification:

- (1) CESA shall establish a comprehensive certified peer support specialist program for individuals with lived experience of mental illness or substance use recovery;
- (2) Training curriculum covering peer support principles, ethics, crisis intervention, recovery orientation, and specialized topics;
- (3) Certification examination and ongoing continuing education requirements;
- (4) Career ladder allowing advancement from peer support to other roles;
- (5) Reimbursement for peer support services through Care Without Fear.

(d) Provider Rate Equity:

- (1) Mental health provider reimbursement rates shall be sufficient to attract and retain an adequate workforce;
- (2) Rates reviewed annually and adjusted as needed;
- (3) Rates for mental health services shall not be lower than rates for comparable medical services.

2.12.5 School-Based Mental Health

(a) Access to Services:

- (1) Every public school in Colorado shall have access to mental health services either through on-site providers or through partnerships with community providers;
- (2) Services shall include screening, assessment, individual and group counseling, crisis intervention, and referral to community services.

(b) Counselor Ratios:

- (1) School counselor-to-student ratios shall meet or exceed 1:250 by Year 3 of CESA implementation;
- (2) Schools serving high-need populations shall receive additional resources to achieve lower ratios;
- (3) Counselors shall spend at least 80% of their time on direct student services rather than administrative duties.

(c) Staff Training:

- (1) All school staff (teachers, administrators, bus drivers, cafeteria workers, etc.) shall receive mental health first aid training;
- (2) Training shall include recognition of warning signs, how to approach students, and how to make referrals;
- (3) Annual refresher training required;

- (4) Specialized training for staff working with high-risk populations.

(d) Student Education:

- (1) Age-appropriate mental health education integrated into health curriculum at all grade levels;
- (2) Suicide prevention education for middle and high school students;
- (3) Stigma reduction programming;
- (4) Information about available resources and how to access help.

(e) Crisis Response:

- (1) Every school shall have a crisis response plan that addresses mental health emergencies;
- (2) Coordination with Section 30.8 mental health crisis response teams;
- (3) Postvention protocols following student suicide or other traumatic events.

2.12.6 First Responder Mental Health

(a) Mandatory Coverage:

- (1) PTSD and other mental health conditions shall be covered for all first responders including:
 - Law enforcement officers
 - Firefighters
 - Emergency medical services personnel
 - Corrections officers
 - 911 dispatchers and telecommunicators
 - Emergency management personnel
 - Wildland firefighters;
- (2) Coverage shall include all evidence-based treatments without limitation;
- (3) No exclusions for conditions arising from work-related trauma.

(b) Presumption of Work-Relatedness:

- (1) Mental health conditions in first responders, including PTSD, depression, and anxiety, shall be presumed to be work-related and therefore covered under workers' compensation and Care Without Fear;
- (2) The presumption may only be rebutted by clear and convincing evidence that the condition was not caused by work-related exposures;
- (3) This presumption extends to retired first responders for conditions arising from their service.

(c) Confidential Access:

- (1) First responders may access mental health services without employer notification;
- (2) Confidentiality protections prevent disclosure of mental health treatment to employers unless the first responder consents;
- (3) Mental health records protected from discovery in administrative proceedings except where directly relevant to fitness for duty;
- (4) No adverse employment action based solely on seeking mental health treatment.

(d) Peer Support Programs:

- (1) CESA shall fund first responder peer support programs in every region of the state;
- (2) Peer support team members trained in critical incident stress management, psychological first aid, and referral processes;
- (3) Peer support conversations protected by privilege and confidentiality;
- (4) Integration with Section 30 Community Policing Standards.

(e) Proactive Programs:

- (1) Annual mental health wellness checks for all first responders;
- (2) Pre-employment screening to establish baseline;
- (3) Regular check-ins following critical incidents;
- (4) Resilience training and stress management programs.

2.12.7 Veteran Mental Health

(a) Coordination with VA:

- (1) Care Without Fear shall coordinate with Veterans Affairs services but also provide direct mental health care to veterans who prefer state services or cannot access VA;
- (2) Information sharing agreements (with veteran consent) to ensure continuity of care;
- (3) No requirement to exhaust VA benefits before accessing Care Without Fear;
- (4) Assistance navigating VA system for those who prefer federal services.

(b) Specialized Treatment:

- (1) Specialized trauma treatment for combat-related PTSD and moral injury;
- (2) Providers trained in military culture and veteran-specific issues;

- (3) Treatment approaches including Prolonged Exposure, EMDR, and Cognitive Processing Therapy;
- (4) Treatment for traumatic brain injury co-occurring with mental health conditions.

(c) Peer Support:

- (1) Veteran peer support programs staffed by veterans with lived experience;
- (2) Connection with veteran service organizations;
- (3) Mentorship programs pairing newer veterans with those further along in recovery.

(d) Transition Support:

- (1) Mental health support for recently separated service members;
- (2) Outreach to transitioning veterans;
- (3) Integration with employment and housing services;
- (4) Family support services.

(e) Coordination with Colorado Shield:

Mental health services shall be available to Colorado Shield members with the same protections and benefits as other first responders (Section 7).

2.12.8 Suicide Prevention

(a) Colorado Suicide Prevention Office:

- (1) There is hereby established within CESA the Colorado Suicide Prevention Office;
- (2) The Office shall coordinate statewide suicide prevention efforts;
- (3) Director appointed by CESA Director with expertise in suicide prevention;
- (4) Staff sufficient to carry out responsibilities.

(b) Statewide Suicide Prevention Plan:

- (1) The Office shall develop and maintain a comprehensive statewide suicide prevention plan;
- (2) Plan updated every three years;
- (3) Plan shall address:
 - Prevention strategies
 - Intervention protocols
 - Postvention support
 - Data collection and surveillance

- Coordination among agencies
- Specific strategies for high-risk populations.

(c) Crisis Line Integration:

- (1) Colorado's crisis line shall be fully integrated with the 988 Suicide and Crisis Lifeline;
- (2) Follow-up care coordination after crisis contacts;
- (3) Warm handoff to ongoing services;
- (4) Data tracking and quality improvement.

(d) Lethal Means Safety:

- (1) Training for healthcare providers on lethal means counseling;
- (2) Voluntary safe storage programs for firearms and medications;
- (3) Public education on lethal means safety;
- (4) Partnerships with firearm retailers and gun ranges on suicide prevention.

(e) Zero Suicide Framework:

- (1) All healthcare settings participating in Care Without Fear shall implement the Zero Suicide framework;
- (2) Components include:
 - Leadership commitment
 - Workforce training
 - Patient identification and assessment
 - Engagement and safety planning
 - Treatment and care transitions
 - Data-driven quality improvement.

(f) Postvention Services:

- (1) Support services for individuals bereaved by suicide (suicide loss survivors);
- (2) Support groups throughout the state;
- (3) Individual counseling specialized in grief after suicide;
- (4) School and community response following suicide deaths.

(g) Annual Reporting:

- (1) Annual public report on suicide rates and prevention efforts;
- (2) Data on deaths by suicide, attempts, and crisis contacts;

- (3) Program outcomes and effectiveness;
- (4) Recommendations for improvement.

2.12.9 Mental Health Court Diversion

(a) Diversion Programs:

- (1) Individuals with mental health conditions who commit certain offenses may be diverted from the criminal justice system to treatment;
- (2) Diversion available for non-violent offenses where mental illness was a contributing factor;
- (3) Participation voluntary but encouraged through prosecutorial discretion;
- (4) Successful completion results in charges dismissed or reduced.

(b) Mental Health Courts:

- (1) Mental health courts shall be established in every judicial district by Year 3;
- (2) Specialized docket with judge trained in mental health issues;
- (3) Treatment-focused approach with regular court supervision;
- (4) Team includes judge, prosecutor, defense attorney, treatment provider, and case manager.

(c) Coordination with Law Enforcement:

- (1) Integration with Section 30.8 mental health crisis response;
- (2) Pre-arrest diversion programs allowing law enforcement to divert to treatment rather than arrest;
- (3) Post-arrest diversion at booking or initial appearance;
- (4) Training for law enforcement on diversion options.

(d) Treatment Requirements:

- (1) Participants connected to Care Without Fear mental health services;
- (2) Individualized treatment plans;
- (3) Regular court appearances to monitor progress;
- (4) Graduated sanctions and incentives.

2.12.10 Mental Health Data and Quality

(a) Data Collection:

- (1) CESA shall collect data on mental health service utilization, outcomes, and access;
- (2) Data used for quality improvement and workforce planning;
- (3) Data reported in aggregate to protect individual privacy.

(b) Quality Standards:

- (1) Mental health providers shall meet quality standards established by CESA;
- (2) Outcome measurement required for all providers;
- (3) Use of evidence-based practices encouraged through quality incentives.

(c) Public Reporting:

- (1) Annual report on mental health service access and outcomes;
- (2) Regional analysis to identify disparities;
- (3) Recommendations for improvement.

2.12.11 Budget

(a) Mental health services estimated at \$400-600 million annually, included within the overall Care Without Fear budget.

(b) Breakdown: - Outpatient services: \$150-200 million - Inpatient and residential: \$100-150 million - Substance use disorder: \$50-75 million - Crisis services: \$40-60 million - Workforce development: \$30-50 million - School-based services: \$20-35 million - First responder programs: \$10-20 million - Suicide prevention: \$10-15 million

SECTION 3: FUNDING SOURCES AND ENTERPRISE FUND STRUCTURE

3.1 Purpose and TABOR Compliance

(a) This section establishes funding mechanisms for CESA programs that comply with Article X, Section 20 of the Colorado Constitution (TABOR) through the use of enterprise funds and fee-for-service structures.

(b) The General Assembly finds that:

- (1) Coloradans currently pay over \$30 billion annually for healthcare through premiums, deductibles, copays, and out-of-pocket costs;
- (2) A significant portion of these payments—estimated at \$3-5 billion annually—goes to administrative overhead, insurance company profits, billing disputes, and inefficiencies rather than actual healthcare;

- (3) By restructuring how Coloradans pay for healthcare and economic security services, CESA can provide better coverage at lower total cost;
- (4) Enterprise funds, which provide services in exchange for fees, are exempt from TABOR's voter approval requirements for tax increases;
- (5) This structure ensures CESA can be fully implemented without requiring new tax increases, while saving money for Colorado families and businesses.

3.2 CESA Enterprise Fund System

3.2.1 Establishment of Enterprise Funds

There are hereby established the following enterprise funds within CESA:

- (a) Care Without Fear Enterprise Fund** - For universal healthcare services
- (b) Life Security Enterprise Fund** - For life insurance and death benefits
- (c) AI Workforce Protection Enterprise Fund** - For worker displacement services
- (d) Childcare For All Enterprise Fund** - For universal childcare services
- (e) Colorado Economic Security General Fund** - For programs not covered by specific enterprise funds

3.2.2 Enterprise Fund Legal Structure

(a) Each enterprise fund established under this section is a government-owned business authorized to issue revenue bonds and receive fees, charges, and contributions in exchange for providing specific services to contributors.

(b) Enterprise funds shall:

- (1) Operate as self-sustaining entities;
- (2) Receive less than 10% of annual revenue from state or local government grants (TABOR enterprise qualification);
- (3) Maintain separate accounting from the state General Fund;
- (4) Be exempt from TABOR revenue and spending limitations pursuant to Article X, Section 20(2)(d).

(c) The General Assembly declares that contributions to CESA enterprise funds are fees for services rendered, not taxes, because:

- (1) Contributors receive specific, quantifiable benefits in exchange for their contributions;
- (2) Contributions are proportional to benefits received or ability to pay for services;
- (3) Non-contributors may be excluded from benefits (except as required by federal law);

(4) The enterprise funds operate as businesses providing services.

3.3 Care Without Fear Enterprise Fund

3.3.1 Revenue Sources

The Care Without Fear Enterprise Fund shall be funded by:

(a) Individual Healthcare Contributions:

Annual Income	Contribution Rate	Example Annual Payment
Below 138% CCLS	0%	\$0
138-200% CCLS	2%	\$700
200-300% CCLS	4%	\$1,600
300-400% CCLS	5%	\$2,500
400-500% CCLS	6%	\$3,600
Above 500% CCLS	7% (capped at \$15,000)	\$4,200-15,000

(b) Employer Healthcare Contributions:

Annual Payroll	Contribution Rate	Compared to Current Insurance
Under \$500,000	0% (exempt small business)	Savings: 100% of premiums
\$500K - \$2M	6% of payroll	Savings: ~40% vs. premiums
\$2M - \$10M	8% of payroll	Savings: ~35% vs. premiums
Over \$10M	9% of payroll	Savings: ~30% vs. premiums

(c) Healthcare Provider Assessments:

- (1) Hospital assessment: 2% of net patient revenue
- (2) Insurance company transition assessment: 1% of Colorado premiums collected (Years 1-5 only)
- (3) Pharmaceutical assessment: 1% of Colorado sales revenue

(d) Administrative Savings Capture (See Section 44)

(e) Federal funding when available and accepted without conditions that conflict with CESA principles (See Section 45)

3.3.2 Contribution Comparison to Current System

For Individuals:

Income Level	Current System (Premiums + Out-of-Pocket)	CESA Contribution	Annual Savings
\$35,000	\$4,500 average	\$700 (2%)	\$3,800

Income Level	Current System (Premiums + Out-of-Pocket)	CESA Contribution	Annual Savings
\$50,000	\$6,200 average	\$2,000 (4%)	\$4,200
\$75,000	\$10,900 average	\$3,750 (5%)	\$7,150
\$100,000	\$12,500 average	\$6,000 (6%)	\$6,500
\$150,000	\$14,000 average	\$10,500 (7%)	\$3,500
\$250,000	\$15,000 average	\$15,000 (capped)	\$0 (same cost, better coverage)

For Employers:

Company Size	Current Insurance Cost	CESA Contribution	Annual Savings
10 employees, \$500K payroll	\$70,000	\$0 (exempt)	\$70,000
25 employees, \$1.5M payroll	\$175,000	\$90,000 (6%)	\$85,000
50 employees, \$3M payroll	\$350,000	\$240,000 (8%)	\$110,000
100 employees, \$7M payroll	\$700,000	\$560,000 (8%)	\$140,000
500 employees, \$40M payroll	\$3,500,000	\$3,600,000 (9%)	-\$100,000*

*Large employers pay slightly more but gain: no HR benefits administration, no insurance negotiations, healthier workforce, no coverage gaps, competitive advantage for recruitment.

3.3.3 Total Care Without Fear Revenue

Estimated Annual Revenue (at full implementation):

Source	Amount
Individual contributions	\$2.5-3.5 billion
Employer contributions	\$4.0-5.0 billion
Provider assessments	\$500 million - \$1.0 billion
Administrative savings capture	\$1.5-2.0 billion
Federal funding (Medicaid match, etc.)	\$2.0-3.0 billion
Total	\$10.5-14.5 billion

Estimated Annual Expenditures:

Category	Amount
Direct healthcare services	\$9.0-11.0 billion

Category	Amount
Mental health services	\$400-600 million
Administration (capped at 5%)	\$500-600 million
Reserves and contingencies	\$500-750 million
Total	\$10.4-13.0 billion

Net Position: Balanced to surplus of \$100 million - \$1.5 billion annually

3.4 Life Security Enterprise Fund

3.4.1 Revenue Sources

(a) Employee Contributions:

Contribution Level	Rate	Death Benefit
Minimum (default)	1% of income	\$50,000 + \$10,000/dependent
Standard	2% of income	\$100,000 + \$25,000/dependent
Enhanced	3% of income	\$200,000 + \$50,000/dependent
Maximum	5% of income	\$500,000 + \$100,000/dependent

(b) Employer Matching: Employers with 50+ employees contribute 0.5% of payroll to Life Security Fund.

(c) Investment Returns: Life Security Fund assets invested conservatively with returns supporting benefit payments.

3.4.2 Life Security Comparison

Coverage Level	Private Insurance Annual Cost	CESA Annual Cost	Savings
\$50,000 policy	\$600-1,200	\$500 (1% of \$50K income)	\$100-700
\$100,000 policy	\$1,000-2,000	\$1,000 (2% of \$50K income)	\$0-1,000
\$200,000 policy	\$1,800-3,500	\$1,500 (3% of \$50K income)	\$300-2,000

Key Advantage: CESA Life Security has NO health questions, NO denials for pre-existing conditions, and coverage follows you between jobs.

3.4.3 Total Life Security Revenue

Estimated Annual Revenue: \$500-750 million **Estimated Annual Benefits Paid:** \$300-500 million **Reserve Building:** \$200-250 million annually until reserve reaches \$2 billion

3.5 AI Workforce Protection Enterprise Fund

3.5.1 Revenue Sources

(a) Employer Automation Contributions:

Employers pay based on automation intensity (AI/automation spending as percentage of payroll):

Automation Intensity	Contribution Rate
Less than 5%	0.1% of payroll
5-15%	0.2% of payroll
15-30%	0.4% of payroll
30-50%	0.6% of payroll
Over 50%	1.0% of payroll

(b) AI Industry Requirements (Section 25): Large AI companies contribute 35% of energy costs back to Colorado grid plus community benefit funds.

3.5.2 Total AI Workforce Protection Revenue

Estimated Annual Revenue: \$300-500 million **Uses:** Retraining, income support during transition, job placement, entrepreneurship support

3.6 Childcare For All Enterprise Fund

3.6.1 Revenue Sources

(a) Parent Contributions (sliding scale):

Income Level	Contribution
Below 100% CCLS	Free
100-200% CCLS	3% of income
200-300% CCLS	5% of income
300-400% CCLS	7% of income
Above 400% CCLS	10% of income (capped)

(b) Employer Contributions:

Employers with 50+ employees: 0.5% of payroll to Childcare Fund

(c) Federal Funding: Child Care Development Fund, Head Start coordination

3.6.2 Total Childcare Enterprise Fund Revenue

Estimated Annual Revenue: \$750 million - \$1.2 billion (including federal funds) **Estimated Costs:** \$500-750 million state share (federal covers significant portion)

3.7 Non-Enterprise Revenue Sources

The following revenue sources fund CESA programs that do not operate as enterprise funds:

3.7.1 Tourism Impact Fees

Fee Type	Amount	Annual Revenue
Lodging fee	\$5/night	\$180 million
Ski lift fee	\$15/visit	\$210 million
State park fee	\$10/visit	\$200 million
Short-term rental fee	\$10/night	\$100 million
Convention facility fee	\$2/attendee	\$30 million
Total		\$720 million

3.7.2 Cannabis Revenue Dedication

Existing cannabis tax revenue (\$425 million annually) shall be dedicated to CESA programs as follows:

- 40% to Care Without Fear (\$170 million)
- 30% to Mental Health Services (\$127.5 million)
- 20% to Zero Homeless Colorado (\$85 million)
- 10% to Youth Programs (\$42.5 million)

Note: This requires voter approval to reallocate existing revenue, not approval of new taxes.

3.7.3 Settlement and Recovery Dedication (See Section 46)

All lawsuit settlements and recoveries received by the State of Colorado shall be dedicated to CESA:

- Opioid settlements: \$40-60 million annually (over 15+ years)
- Tobacco Master Settlement: \$100 million annually
- Future technology/AI settlements: Variable
- Healthcare fraud recoveries: \$10-20 million annually

Estimated Annual Total: \$150-200 million

3.7.4 Colorado State Bank Returns (See Section 43)

Once operational (Year 4+), Colorado State Bank returns:

Estimated Annual Revenue: \$100-300 million (growing over time)

3.7.5 Federal Funding Maximization (See Section 45)

Aggressive pursuit of federal funding without accepting conditions that conflict with CESA:

- Medicaid matching (included in Care Without Fear)
- Transportation and infrastructure grants
- Climate and energy grants
- Workforce development grants
- Housing grants

Estimated Additional Federal Capture: \$200-500 million annually

3.7.6 Investment Returns

CESA Economic Resilience Fund and enterprise fund reserves invested to generate returns:

Estimated Annual Returns: \$100-250 million (once reserves established)

3.8 Revenue Summary (Enterprise Model)

3.8.1 Enterprise Fund Revenue

Fund	Annual Revenue
Care Without Fear	\$10.5-14.5 billion
Life Security	\$500-750 million
AI Workforce Protection	\$300-500 million
Childcare For All	\$750 million - \$1.2 billion
Enterprise Total	\$12.0-17.0 billion

3.8.2 Non-Enterprise Revenue

Source	Annual Revenue
Tourism Impact Fees	\$720 million
Cannabis Dedication	\$425 million
Settlements/Recoveries	\$150-200 million
State Bank Returns	\$100-300 million
Additional Federal Funding	\$200-500 million
Investment Returns	\$100-250 million
Enforcement/Penalties	\$10-20 million
Non-Enterprise Total	\$1.7-2.4 billion

3.8.3 Total CESA Revenue

Total Annual Revenue (at full implementation): \$13.7-19.4 billion

3.8.4 What This Replaces

CESA revenue is NOT new money extracted from Coloradans. It REPLACES:

Current Spending	Amount
Private health insurance premiums	\$15-20 billion
Out-of-pocket healthcare costs	\$3-5 billion
Private life insurance premiums	\$1-2 billion
Childcare costs	\$2-3 billion
Economic costs of homelessness	\$500 million+
Current Total Spending	\$21.5-30.5 billion

Net Effect: Coloradans pay LESS total while receiving MORE and BETTER services.

SECTION 3.7: HEALTHY COLORADO FOOD POLICY

3.7.1 Legislative Findings

The General Assembly finds that:

- (1) Colorado faces significant public health challenges including rising rates of obesity, diabetes, and cardiovascular disease;
- (2) Healthcare costs are driven significantly by preventable diet-related diseases;
- (3) Healthy food is often more expensive than unhealthy food, creating barriers for families facing financial hardship;
- (4) A health-based food pricing system can simultaneously generate revenue for healthcare while improving public health outcomes;
- (5) Evidence from other jurisdictions demonstrates that health-based food pricing reduces consumption of unhealthy items and improves dietary choices;
- (6) Making healthy food affordable and accessible to all Colorado residents is essential to the success of the Care Without Fear system;
- (7) Prevention is more cost-effective than treatment, and dietary intervention is one of the most impactful prevention strategies available.

3.7.2 Health-Impact Food Taxes

(a) Sugary Beverage Tax UPDATED

Rate: 5 cents per fluid ounce (increased from 2 cents)

Applicable Products:

- Carbonated soft drinks with added sugar
- Energy drinks with added sugar
- Sweetened tea and coffee beverages
- Sports drinks with added sugar
- Fruit drinks with less than 70% real fruit juice
- Any beverage with added caloric sweeteners

Exemptions:

- 100% fruit or vegetable juice
- Milk and milk-based beverages
- Beverages with no caloric sweeteners (diet drinks)
- Infant formula
- Medical nutritional supplements
- Alcoholic beverages (separately taxed under Section 3(b))

Collection: Tax collected at wholesale/distributor level, passed through to retail price

Estimated Revenue: \$375-500 million annually

(b) High-Sugar High-Fat Food Tax

Rate: 8% additional sales tax (added to existing state/local sales tax)

Applicable Products - Foods meeting ANY of the following criteria:

- More than 20% of calories from added sugars
- More than 35% of calories from saturated fat
- Minimal nutritional value (less than 5% daily value of essential nutrients per serving)

Categories typically included:

- Candy and confections
- Potato chips and cheese puffs
- Cookies, pastries, and sweet baked goods
- Ice cream and frozen desserts
- Sugar-sweetened cereals

Exemptions:

- Foods with significant nutritional content (nuts, nut butters, cheese, dark chocolate 70%+)
- Baked goods made fresh in-store bakeries (local small businesses)
- Products specifically designed for medical or dietary needs

Estimated Revenue: \$100-150 million annually

(c) Ultra-Processed Food Tax

Rate: 5% additional sales tax

Applicable Products (NOVA classification system):

- Instant noodles and soups
- Frozen prepared meals with minimal whole food content
- Reconstituted meat products (nuggets, processed patties)
- Mass-produced packaged snacks with industrial ingredients
- Shelf-stable meals with extensive preservatives and additives

Exemptions:

- Canned/frozen vegetables and fruits (minimally processed)
- Whole grain pasta and rice products
- Plain frozen proteins
- Minimally processed convenience items (pre-cut vegetables, bagged salads)
- Products from small-scale local food producers (fewer than 3 locations)

Estimated Revenue: \$75-100 million annually

(d) Chain Restaurant Prepared Food Tax

Rate: 3% additional sales tax on prepared food

Applicable Establishments:

- Restaurant chains with 10 or more locations nationally
- Fast food and quick-service restaurants
- Large-scale food court vendors

Exemptions:

- Locally-owned restaurants (fewer than 10 locations)
- Sit-down table-service restaurants (see Section 28 for additional benefits)
- Salad bars and made-to-order healthy options within taxed establishments
- Grocery store delis and prepared food sections
- Non-profit food service (hospitals, schools)

Estimated Revenue: \$80-120 million annually

3.7.3 Healthy Food Access and Affordability Program

(a) Complete Sales Tax Exemption

The following foods shall be exempt from ALL state and local sales taxes:

Fresh Produce: - All fresh fruits and vegetables - Pre-cut and packaged fresh produce - Frozen fruits and vegetables without added sugar or sauce - Dried fruits without added sugar

Whole Grains: - Brown rice, quinoa, oats, barley, millet - Whole wheat bread, pasta, and tortillas - Whole grain cereals with minimal added sugar

Lean Proteins: - Fresh or frozen chicken breast, turkey, fish - Dried beans, lentils, and legumes - Tofu and tempeh - Eggs

Healthy Dairy: - Low-fat milk (1% or skim) - Plain yogurt - Low-fat cheese

Nutritious Staples: - Unsalted nuts and seeds - Olive oil and other healthy cooking oils - Herbs, spices, and seasonings without added sugar/salt - Whole grain flours

(b) Point-of-Sale Healthy Food Subsidy

Eligibility: Recipients of: - SNAP/EBT benefits - Colorado WIC benefits - Care Without Fear services at reduced/community-service contribution level - Household income below 200% of Colorado Cost of Living Standard

Benefit: 50% discount on all tax-exempt healthy foods

Implementation: - Automatic discount at checkout when Colorado Benefits Card used - Integrated with existing SNAP/EBT infrastructure - No additional paperwork or stigma - Applies at all participating grocery stores and farmers markets

Estimated Cost: \$100-125 million annually

(c) Fresh Food Access Program

(i) Monthly Produce Box:

Eligible Recipients: - Care Without Fear participants with household income below 150% CCLS - Families with children under 18 - Seniors age 65+ - Individuals with chronic diet-related conditions (diabetes, heart disease, hypertension)

Contents: - 15-20 pounds of fresh seasonal produce - Mix of fruits and vegetables - **75% minimum sourced from Colorado farms** UPDATED - Nutritional information and recipe cards included

Distribution: - Pick-up at community centers, libraries, food banks - Home delivery for seniors and disabled individuals - No cost to recipients - Dignified distribution (presented as healthcare benefit, not charity)

(ii) Basic Staples Program:

Monthly Allotment: - Whole grains (rice, oats, pasta) - 5 pounds (**60% minimum Colorado-sourced**) - Dried beans and lentils - 3 pounds - Eggs - 1 dozen (Colorado farms prioritized) - Cooking oil - 1 bottle - Basic seasonings

Estimated Cost: \$50-75 million annually

(d) Farmers Market Matching Program

- SNAP/EBT benefits used at Colorado farmers markets receive **dollar-for-dollar match up to \$20 per market visit**

- Encourages purchase of fresh local produce
- Supports Colorado farmers and agricultural economy

Estimated Cost: \$10-15 million annually

(e) School Healthy Lunch Enhancement

All school breakfast and lunch programs receive supplemental funding to: - Eliminate “a la carte” junk food options - Increase fresh fruit and vegetable offerings - Provide free meals to all students (universal school meals) - Source from Colorado farms when possible

Estimated Cost: \$40-50 million annually

3.7.4 Colorado WIC Program NEW

(a) Establishment

There is hereby established the **Colorado Women, Infants, and Children Program (Colorado WIC)**, a state-funded nutrition assistance program replacing Colorado’s participation in the federal WIC program.

(b) Purpose

Colorado WIC provides enhanced nutritional support to pregnant women, new mothers, infants, and young children, with benefits that exceed the federal program and are tailored to Colorado families.

(c) Eligibility

- Pregnant women
- Postpartum women (up to 12 months after delivery, extended from federal 6 months)
- Breastfeeding women (up to 24 months, extended from federal 12 months)
- Infants (birth to 12 months)
- Children ages 1-5
- Income at or below 200% of CCLS (approximately 370% of federal poverty level)

(d) Benefits

Enhanced over Federal WIC:

Benefit	Federal WIC	Colorado WIC
Income eligibility	185% FPL	200% CCLS (~370% FPL)
Postpartum coverage	6 months	12 months
Breastfeeding coverage	12 months	24 months
Organic options	Limited	Full coverage
Farmers market vouchers	Limited	\$40/month
Colorado-sourced products	Not required	Prioritized

Colorado WIC Package includes:

- Milk and dairy products (organic options included)
- Eggs (Colorado farm eggs prioritized)
- Fruits and vegetables (fresh, frozen, canned—organic included)
- Whole grains (bread, cereal, rice, pasta)
- Legumes (beans, lentils, peanut butter)
- Infant formula (when needed)
- Baby food (organic options included)
- \$40/month farmers market vouchers

(e) Integration

- Benefits accessed through Colorado Benefits Card
- Coordinated with Care Without Fear (nutrition counseling covered as healthcare)
- Integrated with Healthy Food Access programs
- Linked to Elder Care Credits (grandparents can earn credits at WIC events)

(f) Administration

- CESA Administration oversees Colorado WIC
- Existing WIC clinics transitioned to state system
- Additional outreach in underserved communities
- No federal funding sought or accepted

(g) Funding

Estimated Cost: \$120-150 million annually (fully state-funded)

SECTION 3.8: HEALTHY FOOD QUALITY & ACCESS INITIATIVE

3.8.1 Purpose

This Section establishes programs to ensure that high-quality, nutritious foods are available and accessible to all Colorado residents, with particular focus on underserved communities and food deserts.

3.8.2 Grocery Store Incentives

(a) Quality Shelf Placement

Grocery stores may receive incentives for:

- Placing fresh produce and healthy foods at eye level and store entrances
- Reducing prominent placement of high-sugar, ultra-processed items
- Creating designated “Colorado Quality Food” sections
- Training staff in nutrition basics

Incentive: Tax credit up to \$10,000 per store annually for certified compliance

(b) Food Desert Grocery Grants

- Grants up to \$500,000 for opening quality grocery stores in designated food deserts
- Low-interest loans up to \$2 million for grocery store expansion in underserved areas
- Operating subsidies for first 3 years if profitability targets not met
- Priority for locally-owned grocers and cooperatives

(c) Small Grocer Support

Existing small grocers in underserved communities may receive:

- Equipment grants (refrigeration, display cases)
- Training programs for healthy food handling
- Marketing support for healthy offerings
- Connection to local farm suppliers

3.8.3 Colorado Farm Partnerships

(a) CESA shall establish partnerships with Colorado farms to:

- Supply Monthly Produce Boxes with 75%+ Colorado-sourced produce
- Provide fresh eggs and dairy to Colorado WIC
- Source school lunch ingredients locally
- Connect farmers markets to Colorado Benefits Card system

(b) Colorado Farm Procurement Preference:

- All CESA food programs shall purchase Colorado-sourced when available and price-competitive (within 15% of out-of-state options)
- Contract preferences for Colorado farms and food producers
- Seasonal adjustment to maximize local sourcing

3.8.4 Colorado Quality Food Certification

(a) Establishment:

CESA shall establish a “Colorado Quality Food” certification for products meeting standards for:

- Minimal processing (ingredient list of 5 or fewer recognizable items)
- No artificial colors, flavors, or preservatives
- No added sugars exceeding 5% of calories
- No trans fats
- Colorado-sourced ingredients where available

(b) Benefits of Certification:

- Use of “Colorado Quality Food” seal on packaging and marketing
- Eligibility for premium placement programs
- Marketing support from CESA

- Inclusion in state purchasing preferences

(c) Enforcement:

- Random testing to verify compliance
- Penalties for misuse of certification
- Annual recertification required

SECTION 3.9: COLORADO FOOD TRANSPARENCY ACT NEW

3.9.1 Purpose

Coloradans deserve to know exactly what is in their food. This Section requires clear, honest labeling and prohibits misleading ingredient descriptions.

3.9.2 Prohibited Terms

The following terms are **prohibited** on food labels sold in Colorado unless accompanied by specific disclosure:

(a) "Natural Flavors"

- PROHIBITED as a standalone ingredient
- Must list actual source: "natural flavors (from lemon oil)" or "natural flavors (from beef extract)"
- Chemical compounds must be named if derived from non-food sources

(b) "Spices"

- PROHIBITED as a standalone ingredient
- Must list actual spices: "spices (paprika, cumin, garlic powder)"

(c) "Artificial Flavors"

- PROHIBITED as a standalone ingredient
- Must list specific compounds or provide accessible reference code linked to full disclosure

(d) "Natural"

- PROHIBITED on any product containing artificial preservatives, colors, or flavors
- PROHIBITED on any product with ingredients that have undergone chemical modification

3.9.3 Required Disclosures

(a) All food products sold in Colorado must include:

- Complete ingredient list with no grouped or vague terms

- Country of origin for primary ingredients
- Processing methods for meat products (mechanically separated, ground, whole muscle)
- Presence of any substance requiring allergen warning

(b) Digital Disclosure Option:

- Products with limited label space may use QR code linking to complete disclosure
- QR code must link directly to ingredient information, not general website
- Print-accessible alternative must be available (toll-free number)

3.9.4 Penalties

Violation	Penalty
Failure to disclose	\$1,000 per product per month
Misleading label	\$5,000 per product per month
“Natural” on ineligible product	\$10,000 per product per month
Repeat violations (3+)	\$25,000 per product + potential retail ban

3.9.5 Enforcement

- (a) The Colorado Department of Public Health and Environment shall enforce this Section.
- (b) Citizens may report suspected violations through the Colorado Services Portal.
- (c) Whistleblower protections apply to employees reporting labeling violations (see Section 24).

3.9.6 Implementation Timeline

- Months 1-6: Rulemaking and guidance publication
- Months 7-12: Warning period (violations noted but not penalized)
- Month 13+: Full enforcement

3.9.7 Small Producer Exception

Producers with less than \$1 million in annual Colorado sales may apply for simplified compliance:

- Basic ingredient list without chemical breakdown
- 18-month implementation timeline
- Technical assistance from CESA

SECTION 4: AI WORKFORCE PROTECTION FRAMEWORK

4.1 Purpose

This Section establishes protections for workers whose jobs are eliminated or substantially reduced due to artificial intelligence, automation, or related technologies, ensuring that the economic benefits of AI are shared between businesses and the workers they displace.

4.2 AI Displacement Defined UPDATED

(a) A worker is considered “AI-displaced” when:

- (1) The worker’s position is eliminated and the work previously performed is now performed primarily by AI systems;
- (2) The worker’s hours are reduced by 50% or more due to AI implementation;
- (3) The worker’s job duties are fundamentally transformed such that the position no longer requires the worker’s skills;
- (4) The worker is terminated within **36 months** of AI implementation in their department or function and the employer cannot demonstrate the termination was unrelated to AI.

(b) Burden of Proof:

- Within 36 months of AI implementation, the **EMPLOYER** bears the burden of proving that any termination was unrelated to AI
- After 36 months, standard determination processes apply

(c) Determination of AI displacement shall be made by the CESA Administration based on employer reports, worker claims, and investigation as necessary.

4.3 Employer Obligations

(a) Employers who displace workers through AI shall:

- (1) Provide **90 days advance notice** of AI displacement;
- (2) Offer retraining opportunities for positions within the company;
- (3) Pay AI displacement compensation as specified in Section 4.4;
- (4) Report all AI displacements to CESA Administration within 30 days;
- (5) Maintain records of AI implementation and workforce changes for 7 years.

4.4 AI Displacement Compensation

(a) Base Payment: AI-displaced workers shall receive **50% of their final salary, paid indefinitely** for the remainder of their lives or until they choose to discontinue payments.

(b) Calculation: The payment shall be based on the worker’s average salary over the 24 months preceding displacement, or their final salary, whichever is higher.

(c) Cost-of-Living Adjustments: Payments shall be adjusted for inflation **every 16 months**, based on the Colorado Consumer Price Index.

(d) Dual Income: AI-displaced workers may seek and accept other employment while continuing to receive AI displacement payments. **There is no reduction in payments based on new income.**

4.5 Business Benefits and Incentives

To ensure AI adoption remains economically beneficial for businesses:

- **Tax Credit:** Employers receive a 25% tax credit on AI displacement payments
- **No Healthcare Costs:** AI-displaced workers remain covered by Care Without Fear at no additional cost to the employer
- **No Workers' Compensation:** AI systems do not require workers' compensation coverage
- **Legal Protection:** Compliance with this Section provides safe harbor from AI-related employment lawsuits
- **Qualified Business Status:** Compliance qualifies businesses for state contract preferences

Example Cost Analysis

Replacing a \$65,000/year customer service position with AI:

Item	Amount
AI Displacement Payment	\$32,500/year (50% of salary)
Tax Credit	-\$8,125 (25% of payment)
Net Payment Cost	\$24,375/year
AI System Maintenance	~\$5,000/year
Total Annual Cost	\$29,375
Previous Employee Cost	~\$87,000 (salary + benefits + overhead)
ANNUAL SAVINGS	\$57,625 per position

4.6 Position Restoration

- (a)** When an AI-displaced worker dies, the employer that displaced them shall **hire a replacement worker at the same salary level** the deceased worker was earning at the time of displacement (adjusted for inflation).
- (b)** The replacement position shall involve oversight, quality control, or complementary work related to the AI systems that perform the work previously done by the deceased worker.
- (c)** This requirement ensures continued employment circulation and economic activity even as AI takes over specific tasks.
- (d)** Failure to restore positions within 90 days of an AI-displaced worker's death shall result in penalties equal to two years of the required salary.

4.7 AI Displacement Insurance Fund

- (a)** There is hereby established the **Colorado AI Displacement Insurance Fund**.
- (b)** All employers with more than 50 employees shall contribute **2.5% of payroll** to the Fund.

(c) The Fund shall:

- Guarantee AI displacement payments if an employer becomes insolvent
- Cover payments during disputes or appeals
- Fund retraining programs for AI-displaced workers
- Support transition services and job placement
- Maintain reserves equal to at least 18 months of projected obligations

4.8 Colorado Qualified Business Status

(a) Businesses that comply with all requirements of this Section shall be designated as “Colorado Qualified Businesses” and shall receive:

- Priority consideration for state contracts (5-10% bid preference)
- Expedited permitting and regulatory approvals
- Access to state economic development resources
- Recognition in state business directories and marketing
- Eligibility for additional state incentives and programs

4.9 Retraining and Support Services

(a) AI-displaced workers shall have access to:

- Free vocational retraining in high-demand fields
- Career counseling and job placement assistance
- Resume writing and interview preparation
- Relocation assistance for new employment opportunities
- Entrepreneurship training and small business support
- Mental health support and transition counseling

(b) Priority hiring: Employers receiving state contracts or incentives shall give priority consideration to AI-displaced workers for appropriate positions.

SECTION 5: LIFE SECURITY PROGRAM

5.1 Establishment

There is hereby established the **“Colorado Life Security Program,”** a state-run life insurance system that provides affordable, accessible death benefits to all Colorado workers regardless of health status, age, or employment type.

5.2 Key Features

- **Universal Access:** No health questions, no medical underwriting, cannot be denied for pre-existing conditions
- **Affordable:** 50-75% cheaper than comparable private insurance due to no profit motive and administrative efficiency

- **Portable:** Coverage follows the worker between jobs, including self-employment and gig work
- **Pre-Tax Contributions:** Contributions reduce taxable income
- **Tax-Free Benefits:** Death benefits paid to beneficiaries are not subject to income tax
- **State-Backed:** Fund cannot go bankrupt; backed by full faith and credit of Colorado
- **Simple:** Automatic enrollment, payroll deduction, online management

5.3 Contribution Levels **UPDATED**

- (a) Workers may elect contribution levels from **1% to 20%** of their income. Default enrollment is at 1%.
- (b) Workers may change their contribution level once per year during open enrollment or upon qualifying life events.
- (c) Workers may opt out entirely, though this is not recommended.
- (d) Higher contributions result in higher death benefits on an accelerated scale.

Standard Benefit Schedule (at \$50K salary):

Level	Annual Cost	Monthly Cost*	Year 1 Benefit	Year 10 Benefit	Year 25 Benefit
1%	\$500	\$32	\$50,000	\$150,000	\$250,000
2%	\$1,000	\$63	\$75,000	\$275,000	\$500,000
3%	\$1,500	\$94	\$100,000	\$400,000	\$750,000
5%	\$2,500	\$156	\$150,000	\$650,000	\$1,250,000
10%	\$5,000	\$313	\$250,000	\$1,000,000	\$2,000,000
15%	\$7,500	\$469	\$350,000	\$1,400,000	\$2,750,000
20%	\$10,000	\$625	\$450,000	\$1,800,000	\$3,500,000

*Effective after-tax cost; actual pre-tax cost is higher but reduces taxable income

5.4 Eligibility

(a) All individuals with Colorado income are eligible, including:

- Full-time W-2 employees
- Part-time workers
- Self-employed individuals
- Independent contractors
- Gig workers (Uber, DoorDash, freelancers)
- Business owners
- Seasonal workers
- Agricultural workers
- AI-displaced workers receiving payments under Section 4

- Anyone with Colorado work income

(b) No one is excluded based on health status, pre-existing conditions, age, employment type, or income level.

5.5 Death Benefit Payment

(a) Upon participant's death, designated beneficiaries receive:

- Lump sum payment within 30 days of death certificate submission
- Tax-free benefit (no federal or state income tax)
- Full amount based on contribution level and years of participation
- Emergency advance of \$10,000 available within 5 days if needed

5.6 Enhanced Benefits for AI-Displaced Workers

When an AI-displaced worker dies, their family receives:

- Full Life Security death benefit based on contributions
- 75% of AI displacement payments for 24 months after death
- Immediate \$10,000 death benefit from AI Displacement Insurance Fund
- Continued Care Without Fear coverage for surviving family members
- Grief counseling and support services

5.7 Fund Management

(a) The Colorado Life Security Fund shall be established as a separate fund within the State Treasury.

(b) The CESA Administration shall administer the Fund with actuarial oversight.

(c) The State Treasurer shall manage investments using a conservative strategy focused on preservation of capital and stable returns.

(d) Annual independent audits shall be conducted and published.

5.8 Comparison to Private Insurance

Feature	Private Insurance	Life Security Program
Health Questions	Yes, can be denied	No, cannot be denied
Pre-existing Conditions	May increase cost or deny	No impact
Age Impact	Rates increase with age	Based on income only
Portability	Often tied to employer	Follows you everywhere
Cost (Level 1 equivalent)	\$50-150/month after-tax	~\$32/month effective
Cancellation	Insurer can cancel	Cannot be cancelled

Feature	Private Insurance	Life Security Program
Claim Denial	Common disputes	No claim denials if contributed
Maximum Coverage	Often capped	Up to \$3.5M+ at 20% level

5.9 Special Provisions

(a) Disability Waiver

If a participant becomes disabled: - State waives contribution requirement - Coverage continues at current level - Benefit continues to grow at 50% of normal rate

(b) Unemployment Continuation

If a participant becomes unemployed: - May continue contributions from savings/unemployment benefits - May reduce contribution level without waiting for open enrollment - Coverage continues during job search

(c) Beneficiary Designation

- Participants may name any person, trust, or charity as beneficiary
- Changes take effect immediately upon submission
- Multiple beneficiaries with specified percentages allowed
- Default beneficiary: spouse, then children, then estate

SECTION 6: ECONOMIC INDEPENDENCE FRAMEWORK

6.1 Purpose

This Section establishes mechanisms to reduce Colorado's dependence on federal programs and funding, ensuring that Colorado can continue to provide essential services to residents regardless of federal government dysfunction or policy changes.

6.2 Colorado Retirement Security Program (CRSP)

(a) Establishment: There is hereby established the Colorado Retirement Security Program as an alternative or supplement to federal Social Security.

(b) Participation Options: 1. Federal Social Security only (status quo) 2. CRSP only (for those eligible to opt out of Social Security) 3. Both Federal Social Security and CRSP (supplemental retirement security)

(c) Contribution Rate: Same as Social Security (6.2% employee, 6.2% employer) for those who choose CRSP instead of or in addition to Social Security.

(d) Benefits: CRSP shall provide retirement benefits comparable to Social Security, with investments managed by the State Treasurer using a diversified, professionally managed portfolio.

(e) Financial Guidance and Planning Services:

All CRSP participants shall have access to FREE financial guidance including:

- 1. Annual Financial Planner Consultation:** - One-on-one meeting with a certified financial planner (CFP) - Review of retirement readiness - Personalized recommendations - No sales pitches or product pushing - educational only - Available in-person at CESA regional offices or via video call
- 2. Retirement Planning Tools:** - Colorado-developed retirement calculator - Projection models for different contribution scenarios - Integration with Life Security Program planning - Monte Carlo simulations for retirement readiness
- 3. Financial Education Workshops:** - Quarterly workshops on retirement planning basics - Investment fundamentals (no specific product recommendations) - Social Security optimization strategies - Healthcare cost planning in retirement - Estate planning basics
- 4. Online Resources:** - Comprehensive financial literacy library - Video tutorials on retirement concepts - Budgeting tools and templates - Debt reduction strategies
- 5. Special Consultations:** - Pre-retirement planning (ages 55+): Additional consultation - Major life events (divorce, death of spouse, job loss): Crisis financial counseling - For Life Security participants choosing 10%+ contribution: Mandatory initial consultation

(f) Independence: CRSP funds are entirely controlled by Colorado, independent of federal government decisions about Social Security.

(g) Financial Guidance Independence:

Financial planners providing services under this section: - Shall NOT sell financial products to participants - Shall NOT receive commissions or referral fees - Are employed by or contracted with CESA Administration - Must be fiduciaries acting in participant's best interest - Are prohibited from steering participants to any specific investment

6.3 Tourism Revenue System

(a) Colorado receives approximately 86 million visitors annually who use state infrastructure, emergency services, and healthcare facilities. Tourism fees ensure visitors contribute fairly to these services.

(b) Fee Schedule:

Accommodation Type	Fee Per Night/Ticket
Hotels and Motels	\$20
Short-term Rentals (Airbnb, VRBO)	\$14
Resort Properties	\$26
Ski Lift Tickets	\$12 per ticket

(c) Estimated Revenue: \$720 million annually

(d) Use of Funds: Tourism fees shall fund visitor emergency care costs, infrastructure maintenance in high-tourism areas, and general Care Without Fear operations.

6.4 Economic Resilience Fund

(a) There is hereby established the **Colorado Economic Resilience Fund** to ensure Colorado can continue essential operations in the event of federal funding disruption.

(b) The Fund shall maintain reserves sufficient to operate all state programs for a minimum of 6 months without federal funding.

(c) Target Reserve: \$5 billion, built over 5 years through budget surpluses and dedicated appropriations (accelerated from 10-year target in previous versions).

(d) The Fund may only be accessed upon declaration of federal funding emergency by the Governor with legislative approval.

(e) Strategic Energy Reserves: - State-maintained fuel reserves for emergency services - Battery storage capacity for critical infrastructure - Renewable energy microgrids for hospitals, emergency services, and CESA offices

6.5 Federal Funding Strategy

(a) Colorado shall phase out acceptance of federal funding for CESA programs according to the timeline in Section 6.6.

(b) Colorado shall build complete state capacity to operate all CESA programs without any federal funding.

(c) This is a strategy of **independence, not secession**. Colorado remains part of the federal system but refuses to allow federal funding to be used as leverage to control Colorado policy.

(d) Colorado residents may still access federal programs (Social Security, Medicare for those who choose it) through individual eligibility - but CESA programs are state-funded only.

6.6 Colorado Self-Sufficiency Timeline

(a) Purpose:

This section establishes a comprehensive timeline for achieving complete independence from federal funding for all CESA programs, ensuring Colorado cannot be coerced through federal funding threats.

(b) Healthcare (Care Without Fear) Phase-Out:

Year	Federal Programs	Colorado Responsibility
Year 1	Medicare/Medicaid continue	Care Without Fear launches as PRIMARY payer
Year 2	Begin Medicaid transition	50% of Medicaid recipients on Care Without Fear

Year	Federal Programs	Colorado Responsibility
Year 3	Accelerate Medicare transition	75% on Care Without Fear
Year 4	Medicare/Medicaid for transition only	90% on Care Without Fear
Year 5	Minimal federal participation	95% on Care Without Fear
Year 6	Final transition cases only	99% on Care Without Fear
Year 7	FULL INDEPENDENCE	100% Care Without Fear - NO federal healthcare \$

Estimated federal healthcare funding replaced: \$10-12 billion over 7 years

(c) Nutrition Programs Phase-Out:

Year	Federal Programs	Colorado Responsibility
Year 1	Federal WIC continues	Planning for Colorado WIC
Year 2	Colorado WIC replaces federal WIC	State-funded, enhanced benefits
Year 3+	SNAP continues as federal program	Colorado supplements through Benefits Card

Note: SNAP remains a federal program available to Colorado residents. Colorado does not replace SNAP but provides supplemental state benefits through the Benefits Card. Residents may use both.

Estimated federal WIC funding replaced: ~\$100 million

(d) Education Phase-Out:

Year	Federal Programs	Colorado Responsibility
Years 1-4	Federal education funding continues	Building state capacity per Section 15
Years 5-7	Begin declining federal education \$	State funding increases proportionally
Years 8-10	Minimal federal participation	Most education state-funded
Years 10-15	GOAL: Complete independence	Free K-college education

Estimated federal education funding replaced: ~\$1 billion annually (phased)

(e) All Other Federal Funding:

Year	Policy
Year 1	Inventory all federal grants currently received

Year	Policy
Year 2	Identify state funding alternatives for each
Year 3	No new federal grant applications for CESA programs
Year 4	Complete phase-out of existing federal grants
Year 5+	State-funded only

(f) Summary: Road to Complete Independence:

Milestone	Target Year
Colorado WIC replaces federal WIC	Year 2
No new federal grants	Year 3
Care Without Fear is sole healthcare payer	Year 7
Education majority state-funded	Year 10
COMPLETE CESA INDEPENDENCE	Year 10

(g) Budget Implications:

Achieving federal independence requires Colorado to replace approximately: - \$10-12 billion in healthcare funding (Years 1-7) - \$100 million in WIC funding (Year 2) - \$1 billion in education funding (Years 5-15) - Various smaller grants (~\$200 million total)

This funding is built into the CESA revenue projections through: - Phased income tax - Enhanced liquor taxes - Health-impact food taxes - Tourism fees - Prosperity Partnership contributions - Business contributions - AI industry contributions - Other revenue sources

(h) No Going Back:

Once Colorado achieves independence from federal funding for a program: - Colorado shall NOT re-apply for federal funding - Colorado shall NOT accept conditional federal grants - If federal government offers unconditional support, decision requires Governor AND Legislative approval

SECTION 7: COLORADO SHIELD - ENHANCED STATE DEFENSE FORCE

7.1 Establishment and Purpose

- (a)** There is hereby established the **Colorado State Defense Force (“SDF”)**, a state military force under the command of the Governor that cannot be federalized or called into federal service.
- (b)** The enhanced capabilities of the SDF shall be known as **“Colorado Shield,”** providing comprehensive monitoring, response, and defense capabilities for the state.

7.2 Organization

(a) Personnel: Authorized strength of 3,500 members, including: - Emergency response and disaster relief units - Search and rescue teams - Infrastructure protection units - Cyber defense personnel - Drone operations specialists - Border security coordination teams (activated Year 3+) - Administrative and support staff

(b) Command: The SDF shall be commanded by an Adjutant General appointed by the Governor, with headquarters in Denver and regional commands throughout the state.

7.3 Colorado Shield Capabilities

(a) Weather and Disaster Monitoring Network

- Network of weather stations, satellites, and sensor arrays across Colorado
- AI-powered early warning systems for wildfires, floods, avalanches, and severe storms
- Integration with existing NOAA systems plus independent state capability
- Real-time data sharing with all emergency services
- Public alert system for imminent threats

Estimated Cost: \$50-75 million setup, \$15-20 million annual operation

(b) Highway Surveillance System

- AI-powered drone surveillance on major highways entering Colorado
- Heat mapping technology to detect human trafficking (unusual numbers of people in vehicles)
- License plate recognition integrated with law enforcement databases
- Coordination with Colorado State Patrol
- Focus on detecting human trafficking, NOT general immigration enforcement

Estimated Cost: \$100-150 million setup, \$40-50 million annual operation

(c) AI Search and Rescue Drone Fleet

- Rapid-deployment drone squadrons stationed across the state
- Thermal imaging for finding lost hikers, avalanche victims, crash survivors
- AI pattern recognition for search efficiency
- Integration with mountain rescue teams and sheriff's offices
- 24/7 readiness with response time under 30 minutes statewide

Estimated Cost: \$30-50 million setup, \$10-15 million annual operation

(d) Border Defense Readiness

What “Border Defense Readiness” IS: - Preparation for domestic hostile situations (armed groups, militia threats, domestic terrorism) - Interstate disaster response (wildfires, floods, earthquakes affecting border areas) - Critical infrastructure protection at major border crossings - Mutual aid capability with neighboring states during emergencies - Training and equipment for rapid response to border-area threats - Coordination capability with federal

agencies during domestic emergencies - Independent operation capability if federal cooperation breaks down - Legal framework for activation by Governor

What “Border Defense Readiness” is NOT: - NOT for immigration enforcement - explicitly prohibited under Section 11 (Sanctuary State) - NOT for stopping lawful travel between Colorado and neighboring states - NOT for racial, ethnic, or national origin profiling of any kind - NOT a substitute for or supplement to federal immigration enforcement - NOT deployed against immigrants, documented or undocumented

Explicit Prohibition: Border Defense Readiness resources shall NEVER be used to: 1. Assist ICE or CBP in immigration enforcement operations 2. Establish checkpoints for immigration status verification 3. Detain individuals based on suspected immigration status 4. Report immigration status to federal authorities

Appropriate Uses Include: - Responding to wildfires that cross state lines - Mutual aid during floods or severe weather - Protecting Colorado infrastructure from domestic terrorism - Supporting neighboring states during declared emergencies - Defending Colorado from armed domestic threats

Estimated Cost: \$20-30 million setup, included in SDF operating budget

7.4 Enhanced Drone Protocol

(a) Target Lock Capability:

When Colorado Shield surveillance identifies a vehicle suspected of human trafficking or other serious criminal activity:

1. Drone locks onto target vehicle and maintains continuous tracking
2. Tracking continues until law enforcement intervention occurs
3. Handoff to Colorado State Patrol or local law enforcement for traffic stop
4. Drone provides real-time video feed to responding officers
5. Tracking continues through any pursuit until resolution

(b) Activation Criteria:

Lock-on tracking may be initiated when: - Heat mapping indicates unusual number of persons in vehicle - Vehicle matches BOLO (Be On the Lookout) alert - Erratic driving patterns consistent with trafficking - Amber Alert vehicle match - Other indicators as established by protocol

(c) Prohibited Uses:

Lock-on tracking shall NOT be used for: - General immigration enforcement - Minor traffic violations - Political surveillance - Any purpose unrelated to serious criminal activity

7.5 Data Protection and Privacy

(a) Data Retention: All surveillance data shall be automatically deleted after 7 days unless flagged as part of an active criminal investigation.

(b) Prohibited Uses - Colorado Shield surveillance systems shall NOT be used for: - Cooperation with U.S. Immigration and Customs Enforcement (ICE) - Tracking any specific individual based on immigration status - General surveillance of lawful activity - Political monitoring or suppression of lawful protest - Any purpose not directly related to public safety, disaster response, or criminal detection

(c) Exception - Amber Alert: When an Amber Alert has been issued, Colorado Shield systems may be used to track specific vehicles or individuals identified in the alert until the alert is resolved.

(d) Amber Alert Drone Response Protocol:

When an Amber Alert is issued in Colorado, the following protocol activates IMMEDIATELY:

Phase 1 - Immediate Response (0-15 minutes): - ALL available drones within 50 miles of last known location deploy immediately - Highway monitoring stations in the area switch to priority Amber Alert mode - All highway cameras scan for matching vehicle description - Heat mapping activated to identify vehicles matching description with appropriate occupant count

Phase 2 - Statewide Mobilization (15-30 minutes): - Statewide drone alert issued - ALL available Colorado Shield drones not engaged in active emergencies redirect to search grid - Interstate coordination activated per Section 7.8 - neighboring states notified - Every highway entrance and exit point monitored - Search grid established based on possible travel distance from last known location

Phase 3 - Sustained Search (30 minutes - until resolved): - Continuous drone coverage of probable travel routes - Shift rotations ensure 24/7 aerial coverage - All vehicle stops matching description reported immediately to law enforcement - Coordination with local police helicopter units - Ground-based sensor network fully activated

Operational Rules: - NO disengagement until child is found or Amber Alert is officially cancelled - Drone operators may work extended shifts during Amber Alert (mandatory rest waived) - All other non-emergency drone operations suspended during active Amber Alert - Real-time video feed provided to FBI, Colorado State Patrol, and local law enforcement - Public may receive location-appropriate alerts through Colorado Emergency Alert System

Interstate Pursuit: - If suspect vehicle approaches state line, Section 7.8 protocols activate - Pre-border alerts sent to destination state - Drones may track 10 miles into neighboring state pending handoff - FBI automatically notified of potential interstate flight

Resource Priority: - Amber Alerts take absolute priority over all other Colorado Shield operations except: - Active life-threatening search and rescue - Active natural disaster response with lives at risk - In conflict situations, CESA Director makes resource allocation decisions

Post-Resolution: - All Amber Alert drone operations documented - Lessons learned review within 72 hours - Data retained for 90 days for investigation support - Public report on response effectiveness (anonymized)

7.6 Civilian Oversight

(a) A **Colorado Shield Civilian Oversight Board** shall be established, consisting of 7 members appointed by the Governor (3), Senate (2), and House (2).

(b) **The Board shall:** - Review all Colorado Shield operations quarterly - Investigate complaints of misuse or privacy violations - Publish annual transparency reports on surveillance activities - Recommend policy changes to protect civil liberties - Have authority to suspend specific operations pending investigation

7.7 Colorado Veteran Status

(a) Establishment:

Members of the Colorado State Defense Force who meet the following criteria shall be designated as **“Colorado Veterans”** and shall be entitled to all state veteran benefits:

(b) Eligibility Requirements:

1. **Honorable Discharge** - Member must have received an honorable discharge from the SDF
2. **Minimum Service Requirement** - Member must have completed at least ONE of the following:
 - Two (2) years of service in the SDF, OR
 - Discharge due to injury sustained in the line of duty (regardless of time served)

(c) Benefits for Colorado Veterans:

Colorado Veterans shall be entitled to:

1. **State Veteran Benefits:**
 - Colorado state veteran license plates
 - Priority for state employment (veteran preference)
 - Colorado veteran identification card
 - Access to state veteran services and programs
 - Property tax exemption for disabled Colorado veterans (as applicable)
2. **CESA Program Benefits:**
 - Priority consideration for Zero Homeless Colorado housing (if ever needed)
 - Enhanced Life Security Program benefits (employer match from state)
 - Priority placement in CESA job training programs
 - Colorado Business Success Team dedicated veteran liaison
3. **Recognition:**
 - Annual Colorado Veterans Day recognition
 - Inclusion in state veteran memorials and honors
 - Colorado Veteran designation on state ID/Benefits Card

(d) Direct Veteran Connection Service:

Purpose: To ensure no Colorado Veteran ever has to navigate bureaucracy alone.

Service Model: - **Single Point of Contact:** Every Colorado Veteran is assigned a dedicated liaison - **Any Need, Any Time:** Veterans may contact their liaison for ANY assistance: - Benefits questions - Healthcare access - Housing assistance - Employment support - Mental health services - Family services - Legal assistance referrals - Or anything else

Response Standards: - Initial response within 24 hours for non-emergency requests - Immediate escalation for emergency situations - Liaison either solves the issue or connects veteran to the right resource - Follow-up to ensure resolution

Staffing: - Minimum of 1 liaison per 100 Colorado Veterans - All liaisons are CESA employees with comprehensive training - Veterans may request a different liaison at any time

(e) Verification:

- CESA Administration shall maintain records of all SDF service
- Discharge status determined by Adjutant General
- Colorado Veteran status verified through Colorado Benefits Card system

(f) Distinction from Federal Veteran Status:

- Colorado Veteran status is a STATE designation only
- Does not convey federal veteran benefits (VA healthcare, federal GI Bill, etc.)
- Colorado Veterans who also served in federal military retain all federal benefits
- SDF service alone does not qualify for federal veteran status

7.8 Budget

Component	Setup Cost	Annual Operating
Base SDF Operations	N/A	\$130 million
Weather/Disaster Monitoring	\$50-75 million	\$15-20 million
Highway Surveillance	\$100-150 million	\$40-50 million
Search & Rescue Drones	\$30-50 million	\$10-15 million
Border Defense Readiness	\$20-30 million	Included above
Border Monitoring Infrastructure (7.8)	\$40-60 million	\$15-25 million
Interstate Coordination Systems (7.8)	\$25-45 million	\$10-15 million
Direct Veteran Connection Service	\$5 million	\$8-12 million
TOTAL	\$270-415 million (Years 1-3)	\$228-267 million annually

SECTION 7.8: INTERSTATE COORDINATION AND BORDER MONITORING

7.8.1 Purpose

This Section establishes a comprehensive framework for:

- (a) Ensuring that no vehicle can exit Colorado without detection when engaged in serious criminal activity, particularly human trafficking;
- (b) Coordinating with neighboring states and federal agencies for seamless law enforcement handoffs;
- (c) Preventing criminals from escaping justice by crossing state lines;
- (d) Creating the “**No-Escape Perimeter**” - a network of detection systems covering every exit route from Colorado.

7.8.2 Strategic Border Sensor Placement - No-Escape Perimeter

(a) Placement Requirement:

Detection systems shall be positioned on ALL exit routes from Colorado according to the following criteria:

1. **As close to the state line as operationally feasible** - Sensors shall be placed at the nearest practical point to the Colorado border on the exit/outbound side of each road;
2. **No intersecting road exception** - Each sensor shall be positioned such that NO road, highway, path, or route intersects between the sensor location and the state line. This ensures that once a vehicle passes the sensor, it CANNOT exit Colorado via any alternate route without detection;
3. **100% coverage requirement** - Every road, highway, interstate, state route, county road, and any other thoroughfare by which a motor vehicle could exit Colorado shall have detection capability.

(b) Sensor Types:

Detection infrastructure may include: - Fixed camera arrays with license plate recognition - Thermal/heat mapping sensors for occupant detection - Drone stations for rapid deployment - Mobile sensor units for temporary or seasonal roads - Underground sensors for vehicle detection - Integration with existing traffic monitoring infrastructure

(c) Redundancy:

- Each exit route shall have primary and backup detection systems
- No single point of failure shall compromise border coverage
- Backup systems shall activate automatically if primary systems fail
- Regular testing to verify all systems operational

(d) Mapping and Verification:

1. Within 180 days of this Act's passage, CESA Administration shall complete a comprehensive survey identifying:
 - Every exit route from Colorado
 - Optimal sensor placement for each route
 - Any roads that intersect between proposed sensor location and state line
 - Required adjustments to meet no-intersecting-road requirement
2. Annual verification audits shall confirm 100% coverage is maintained
3. Any new roads constructed shall have detection systems installed before opening

7.8.3 Border Monitoring Zone

(a) Definition:

The Border Monitoring Zone is defined as the area within 10 miles of any Colorado state border.

(b) Enhanced Protocols:

When a tracked vehicle enters the Border Monitoring Zone:

1. **Automatic escalation** - Tracking priority elevated to highest level
2. **Pre-alert generated** - System prepares notifications for destination state and federal agencies
3. **Additional resources deployed** - Nearest available law enforcement notified for potential intercept
4. **Countdown initiated** - Time-to-border calculated and displayed to all responding units

7.8.4 Pre-Border Alert Protocol

(a) Automatic Notifications:

When a tracked suspect vehicle is within 10 miles of any state line and continuing toward the border, the following agencies shall be automatically notified:

1. **Destination state highway patrol** - Primary law enforcement agency of the state the vehicle is approaching
2. **Federal Bureau of Investigation (FBI)** - Human trafficking across state lines is federal jurisdiction
3. **County sheriffs** - Both the Colorado county and the destination state county at the likely crossing point
4. **Colorado State Patrol** - For coordination and potential intercept
5. **CESA Director** - For situational awareness and resource authorization

(b) Notification Contents:

Each notification shall include: - Vehicle description (make, model, color, license plate) - Current location and speed - Projected border crossing point and estimated time - Number of occupants detected (heat signature data) - Reason for tracking (suspected offense) - Live video feed access link - Direct contact for Colorado Shield operations center

(c) Escalation:

If no response is received from destination state within 5 minutes: - Secondary contacts attempted - FBI field office directly contacted - CESA Director notified for potential Governor's office involvement - Tracking continues regardless of response status

7.8.5 Real-Time Handoff Procedure

(a) Continuous Tracking:

Colorado Shield shall maintain continuous tracking of the suspect vehicle up to and including the state line. Tracking shall not be terminated simply because a vehicle approaches the border.

(b) Data Sharing:

The following information shall be transmitted in real-time to receiving agencies:

1. **Live video feed** - Continuous aerial footage of the vehicle
2. **GPS coordinates** - Updated every 10 seconds
3. **Heat signature data** - Occupant count and positioning
4. **Vehicle trajectory** - Predicted route and destination
5. **Historical tracking** - Route taken since surveillance began
6. **Evidence summary** - Reason for tracking and any observed indicators

(c) Handoff Confirmation:

- Receiving agency must confirm receipt of handoff
- Colorado Shield maintains tracking until confirmation received
- If no confirmation, tracking continues up to 10 miles into neighboring state (Hot Pursuit Exception)

7.8.6 Hot Pursuit Exception

(a) Authorization:

Colorado Shield drones may continue tracking a suspect vehicle up to **10 miles** into a neighboring state when:

1. The vehicle is suspected of human trafficking;
2. Pre-border alerts have been sent;
3. No receiving agency has confirmed handoff;
4. Continued tracking is necessary to prevent loss of suspect

(b) Limitations:

- Hot pursuit tracking is for SURVEILLANCE ONLY
- Colorado Shield has no arrest authority outside Colorado
- Tracking terminates upon handoff to receiving agency or after 10 miles, whichever comes first
- All hot pursuit incidents reported to CESA Director within 24 hours

(c) Interstate Agreements:

Colorado shall seek agreements with all 7 neighboring states (Wyoming, Nebraska, Kansas, Oklahoma, New Mexico, Arizona, Utah) authorizing hot pursuit tracking with reciprocal provisions.

7.8.7 Federal Coordination

(a) Agencies:

Colorado Shield shall coordinate with the following federal agencies for interstate cases:

1. **FBI** - Human trafficking, kidnapping, fugitives
2. **DHS/HSI** - Human smuggling organizations
3. **DEA** - Drug trafficking organizations
4. **U.S. Marshals** - Fugitive apprehension

(b) Explicit Exclusion:

Coordination with **ICE (Immigration and Customs Enforcement)** is explicitly PROHIBITED for general immigration enforcement purposes. Section 7.8 is for criminal law enforcement, not immigration enforcement.

(c) Exception:

Coordination with federal immigration agencies is permitted ONLY when: - The individual is a suspected human trafficker (not victim) - There is evidence of human smuggling for profit - A federal court order specifically requires cooperation

7.8.8 Annual Coverage Verification

(a) CESA Administration shall conduct annual audits to verify:

1. All exit routes have operational detection systems
2. No gaps exist in the No-Escape Perimeter
3. All systems meet performance standards
4. Interstate agreements are current and operational

(b) Any gaps identified must be closed within 90 days.

(c) Audit results shall be reported to the Legislature and published (operational details redacted for security).

SECTION 8: ZERO HOMELESS COLORADO

8.1 Goal and Purpose

(a) Goal: Zero homelessness in Colorado within five years of implementation.

(b) Purpose: This Section establishes a comprehensive system to eliminate homelessness through housing production, community integration, sponsor support, and employment pipelines.

8.2 Housing Production

(a) Tiny House Partnership

- State contracts with Colorado-based tiny house builders for mass production
- Goal: 2,000-3,000 units per year
- Cost per unit: \$40,000-60,000 (significantly cheaper than traditional construction)
- Quality construction meeting all building codes and safety standards
- Creates construction jobs and builds local manufacturing capacity
- Training programs for formerly homeless individuals in construction trades

(b) Modular and Prefab Housing

In addition to tiny houses, the state shall utilize modular and prefabricated housing for faster construction of larger units for families.

(c) Land Acquisition

The state shall purchase land in high-demand areas for housing communities, prioritizing locations near employment centers, public transportation, and services.

8.3 HOA-Managed Communities

(a) All state-built housing communities shall be governed by Homeowner Associations (HOAs).

(b) HOA Responsibilities: - Maintain property standards and community appearance - Manage common areas, landscaping, and facilities - Enforce reasonable community rules - Coordinate community events and activities - Ensure grounds stay clean and well-maintained

(c) Resident Participation: Residents participate in HOA governance, building ownership mentality and community investment. HOA fees shall be minimal and income-based.

(d) Integration: These are **real neighborhoods**, not isolated “homeless housing.” Design and management shall remove stigma and create dignified living environments.

8.4 Sponsor Program

(a) Every individual housed through Zero Homeless Colorado shall be paired with a trained Sponsor.

(b) Sponsor Responsibilities: - Weekly check-ins minimum (more frequent initially) - Assist with job training and employment search - Help navigate appointments, benefits, and services - Provide life skills guidance (budgeting, cooking, household management) - Support goal-setting and accountability - Connect to mental health and addiction services as needed - Celebrate successes and provide encouragement

(c) Professional Sponsors: Sponsors are **paid positions** (not volunteers) for accountability and quality. Caseload limit: 10-15 individuals per sponsor.

(d) Gradual Reduction: Support intensity decreases as individuals stabilize, but sponsors remain available for ongoing support as needed.

8.5 Employment Pipeline

(a) Job Placement Goal: Employment placement within **30 days of housing**.

(b) Employment Services: - Skills assessment and career counseling - Training programs matched to local employer needs - Partnerships with businesses committed to hiring program participants - Wage subsidies for employers during training period (state pays portion of wages) - Transportation assistance to and from work - Work clothing and equipment assistance - Career advancement pathway, not just entry-level placement

8.6 Wraparound Services

All Zero Homeless Colorado participants have access to: - Care Without Fear healthcare (Section 2) - Mental health and addiction services - Childcare for parents in program - Life Security Program enrollment (Section 5) - Healthy food access (Section 3.7 and 3.8) - Financial literacy and budgeting education - Legal assistance for outstanding issues - Elder Care Credit opportunities (Section 2.12)

8.7 Prevention

(a) Emergency Rental Assistance: Up to 6 months rent for families facing eviction.

(b) Utility Assistance: Prevent shutoffs that lead to eviction.

(c) Legal Aid: Free legal representation for tenants facing wrongful eviction.

(d) Notice Requirement: 90-day notice required before eviction (gives time for intervention).

8.8 Rent Stabilization

(a) Annual rent increases capped at **inflation plus 3%**.

(b) Exemptions for new construction (first 15 years) to encourage building.

(c) Exemptions for small landlords (fewer than 4 units).

(d) No rent increase allowed if unit has unaddressed code violations.

8.9 Transition to Independence

- (a) After 2-3 years of stability, residents may purchase their unit at subsidized price, or transition to market-rate housing with assistance.
- (b) Some residents may stay long-term (seniors, disabled individuals) - this is acceptable and planned for.
- (c) Success measured by stability, employment, and wellbeing - not just “moving out.”

8.10 Veterans Priority

- (a) Zero veteran homelessness is a specific sub-goal.
- (b) Veterans receive priority access to all housing programs.
- (c) Integration with VA services and benefits.
- (d) Dedicated veteran housing units in each community.
- (e) Colorado Veterans (Section 7.7) receive equal priority with federal veterans.

8.11 No Criminalization

Homelessness is **not a crime**. There shall be **no arrests or citations** for sleeping outside, panhandling, or being homeless. The solution is housing and support, not punishment.

8.12 Budget

Estimated Annual Cost: \$300-400 million

This includes housing production, land acquisition, sponsor salaries, employment services, prevention programs, and administration.

SECTION 9: COLORADO BUSINESS SUCCESS TEAM

9.1 Establishment

There is hereby established the **Colorado Business Success Team**, a one-stop support center providing comprehensive assistance to all Colorado businesses.

9.2 Services Provided

(a) Financial Guidance

- Budget planning and cash flow management
- Tax preparation assistance and optimization
- Grant writing support and identification
- Loan application assistance
- Connection to investors and capital sources

- Financial crisis intervention

(b) Operations Support

- Supply chain problem-solving
- Vendor connections and negotiations
- Inventory management advice
- Technology adoption guidance
- Efficiency consulting
- Quality control assistance

(c) Regulatory Navigation

- Permit and license assistance
- Compliance guidance (health, safety, labor, environmental)
- Advocacy with state agencies on behalf of businesses
- Fast-track problem resolution
- Regulatory interpretation and guidance

(d) Growth Resources

- Marketing and branding support
- E-commerce setup assistance
- Export and expansion guidance
- Workforce recruitment help
- Real estate and location assistance
- Succession planning

9.3 Agency Connections

The Colorado Business Success Team shall maintain direct liaisons to:

- Every Colorado state agency
- Federal agencies (SBA, IRS, OSHA, etc.)
- Other state business offices (interstate commerce connections)
- International trade assistance resources

9.4 Cannabis Industry Support

Specific support for cannabis businesses including:

- Banking solutions (navigating federal banking restrictions)
- Compliance guidance (state regulations)
- Supply chain connections
- Marketing within legal boundaries
- Interstate commerce preparation (for when federal legalization happens)

9.5 Organization

Staffing: Approximately 100-150 employees statewide

Offices: Denver (headquarters), Colorado Springs, Grand Junction, Fort Collins, Pueblo, Durango, plus presence at all CESA regional offices

Access: Phone, online, and in-person assistance; available in English, Spanish, and other languages as needed

9.6 Integration with CESA

The Colorado Business Success Team operates under CESA Administration (Section 18) and is accessible through: - CESA regional offices - Colorado Services Portal - Dedicated business hotline - In-person appointments

9.7 Budget

Estimated Annual Cost: \$25-35 million

SECTION 10: COLORADO CLEAN ENERGY INDEPENDENCE

10.1 Purpose

This Section establishes Colorado's path to energy independence through aggressive expansion of renewable energy infrastructure, reducing costs, creating jobs, and protecting the environment.

10.2 Colorado's Energy Assets

- 300+ days of sunshine annually (solar potential)
- Eastern plains wind corridor (wind potential)
- Geothermal resources in some areas
- Existing hydroelectric capacity
- Growing battery storage technology

10.3 Solar Expansion

- (a) State solar farm development on public lands
- (b) Rooftop solar incentives for homes and businesses (50% installation rebate)
- (c) Community solar programs for renters and those who can't install panels
- (d) Solar requirement for new commercial construction
- (e) **High-Rise Solar Incentives:**

Installation Rebates: - 75% rebate on total solar installation cost for buildings 10+ stories - Rebate cap: \$2 million per building - Must install on at least 50% of available roof space

Guaranteed Grid Buy-Back: - Colorado utilities must purchase excess solar electricity from participating buildings - Guaranteed rate: 110% of wholesale electricity price - Rate guaranteed for 20 years from installation date - Annual adjustment for inflation

Property Tax Reduction: - 0.25% property tax reduction per megawatt of installed capacity - Maximum reduction: 1% of property tax bill - Reduction applies for 15 years from installation

“Colorado Solar Tower” Certification: - Buildings meeting all requirements receive “Colorado Solar Tower” certification - Marketing and recognition value - Listed on CESA Clean Energy database - Eligible for additional state incentives

New Construction Requirements: - High-rise buildings permitted after Year 3 must be solar-ready - Solar-ready means: Structural support for panels, electrical infrastructure for connection, designated roof space - Does not require immediate installation, but makes future installation easy - Non-compliance results in permit denial

Estimated Cost: \$15-25 million annually in rebates and incentives

10.4 Wind Expansion

- (a) Expand wind farm development on eastern plains
- (b) Streamlined permitting for wind projects
- (c) Community benefit agreements (local communities get direct revenue share)
- (d) Transmission line investment to move power from rural generation to urban use

10.5 Other Renewables

- (a) Geothermal exploration and development grants
- (b) Small-scale hydroelectric on existing water infrastructure
- (c) Biomass energy from agricultural waste
- (d) Hydrogen fuel research and pilot programs

10.6 Energy Storage

- (a) State investment in grid-scale battery storage
- (b) Home battery incentives (paired with solar)
- (c) Peak demand management programs

(d) Strategic Energy Reserves: - State-maintained battery reserves for critical infrastructure - Microgrids for hospitals, emergency services, CESA offices, and water treatment facilities - 72-hour minimum backup power capacity for all critical facilities - Priority restoration protocols for essential services

10.7 Grid Modernization

- (a) Smart grid infrastructure
- (b) Microgrids for resilient communities
- (c) Rural electrification improvements

10.8 Goals

- **80% renewable electricity by 2035**
- **100% renewable by 2040**
- Net-zero state government operations by 2030
- 50% reduction in building energy use by 2035

10.9 Economic Benefits

- Thousands of clean energy jobs
- Lower energy costs long-term
- Energy independence from out-of-state sources
- Reduced pollution and health costs

10.10 Business Benefits

- **40% energy cost reduction** through renewable subsidies
- Priority access to clean energy for qualified businesses
- Green business certification and marketing support

10.11 Budget

Estimated Investment: \$150-200 million annually

(Saves money long-term and creates jobs; investment pays for itself)

SECTION 11: COLORADO SANCTUARY STATE

11.1 Purpose

Colorado will not participate in federal immigration enforcement activities that are designed to mass-deport people based on political agendas rather than genuine public safety concerns.

11.2 No ICE Cooperation

- (a)** State and local law enforcement **shall not honor ICE detainer requests.**
- (b)** No state resources shall be used for immigration enforcement.
- (c)** No access to state databases for immigration purposes.
- (d)** No notification to ICE of release dates.
- (e)** No ICE in state/local jails for interviews without detainee consent.

11.3 Exceptions (Public Safety Only)

Cooperation permitted only for: - Individuals convicted of serious violent felonies (murder, rape, armed robbery, etc.) - Human trafficking perpetrators (not victims) - Active terrorism investigations with court oversight

11.4 ICE Facility Closure

- (a) The State of Colorado **shall not enter into, renew, or maintain any contract**, agreement, or cooperative arrangement for immigration detention facilities.
- (b) All existing arrangements shall terminate upon their current expiration date and shall not be renewed.
- (c) State-run jails and correctional facilities **shall not be used** for ICE detention or operations.
- (d) **Exception:** One federal immigration processing facility may operate in **Kit Carson County (Limon area)** provided it operates entirely on federal resources without state or local government support, cooperation, or services beyond what is legally required.

11.5 Protections for Immigrants

- (a) State ID available regardless of immigration status
- (b) Driver's licenses available regardless of status
- (c) Access to all state programs (Care Without Fear, Life Security, etc.) regardless of status
- (d) Labor law protections regardless of status
- (e) Wage theft enforcement regardless of status

11.6 Employer Protections

- (a) Employers cannot be required to verify immigration status beyond federal I-9 requirements.
- (b) No state penalties for employing undocumented workers.
- (c) Retaliation against workers who report labor violations is illegal regardless of status.

11.7 Legal Defense Fund

- (a) State-funded legal assistance for immigrants facing deportation.
- (b) Priority for long-term residents, families with children, DACA recipients.
- (c) **Budget:** \$10-15 million annually

11.8 Safe Reporting

- (a) Immigrants can report crimes without fear of immigration consequences.
- (b) Immigrants can access emergency services without fear.
- (c) Schools, hospitals, and courts designated as "sensitive locations" - no enforcement.

11.9 Agricultural Worker Protections

- (a) Colorado agriculture depends heavily on immigrant labor.
- (b) Special protections for agricultural workers.
- (c) Housing and safety standards enforcement regardless of status.

SECTION 12: COLORADO DEMOCRACY PROTECTION

12.1 Who Can Vote

- (a) All Colorado residents 18+ who are U.S. citizens.
- (b) **Voting Rights Restoration:** Rights restored **upon release from prison** (not waiting for parole/probation completion).
- (c) **Only Exception:** Currently incarcerated for felony conviction.

12.2 Automatic Registration

- (a) Automatically registered when you get a driver's license, state ID, or Colorado Benefits Card.
- (b) Automatically registered when you interact with state agencies including CESA regional offices.
- (c) Opt-out rather than opt-in.

12.3 Voting Methods

- (a) Universal mail-in ballots (Colorado already does this well)
- (b) Same-day registration
- (c) Early voting (at least 15 days before election)
- (d) Weekend and evening voting hours
- (e) Mobile voting units for rural areas

12.4 Accessibility

- (a) Ballots in multiple languages
- (b) Accessible voting for disabled individuals
- (c) Transportation assistance to polls
- (d) Voting in nursing homes and care facilities

12.5 Security

- (a) Paper ballot backup for all votes
- (b) Post-election audits
- (c) Cybersecurity requirements
- (d) Chain of custody documentation
- (e) Transparent counting process

12.6 Anti-Gerrymandering

- (a) Independent redistricting commission (Colorado already has this)
- (b) Strengthen requirements for competitive districts
- (c) Transparency in redistricting process

12.7 Campaign Finance

- (a) State public financing option for candidates
- (b) Disclosure requirements for all political spending
- (c) Ban on corporate contributions to state candidates
- (d) Reasonable contribution limits

12.8 Budget

Estimated Annual Cost: \$5-10 million

SECTION 13: COLORADO HUMAN TRAFFICKING JUSTICE ACT

13.1 Purpose

Human trafficking is a grave crime against humanity. This Section establishes severe penalties and comprehensive enforcement to eliminate human trafficking in Colorado.

13.2 Enhanced Penalties

(a) Human Trafficking (Adult Victims)

- **Mandatory minimum: 20 years per count**
- Judge may extend up to **life** based on: number of victims, duration of trafficking, violence involved, victim vulnerability, whether defendant was organizer/leader
- No possibility of parole for first 15 years
- **Consecutive sentences** - counts DO run together (3 counts = 60 years minimum, up to 3 life sentences)

(b) Human Trafficking (Minor Victims)

- **Mandatory minimum: 25 years per count**
- Judge may extend to **life without parole** for: multiple minor victims, victims under 12, extreme violence, repeat offenders
- No possibility of parole for first 20 years
- **Automatic life without parole** for trafficking minors for sexual exploitation

(c) Related Offenses

Offense	Penalty
Patronizing a trafficking victim	5-15 years
Conspiracy to traffic	Same as completed offense
Money laundering from trafficking	10-20 years
Harboring traffickers	5-10 years

13.3 Asset Forfeiture

- (a) All assets used in or derived from trafficking **forfeited to state**.
- (b) Proceeds go to victim services fund and Colorado Community Asset Program.
- (c) Homes, vehicles, businesses, bank accounts all subject to forfeiture.

(d) Colorado Community Asset Program

Purpose: Rather than simply liquidating seized assets, Colorado shall transfer usable assets directly to families who need them, creating immediate life-changing impact.

Asset Categories:

Vehicles: - Seized vehicles in good working condition transferred to families in need - Priority for single parents needing transportation to work - Zero Homeless Colorado participants transitioning to employment - Trafficking survivors rebuilding their lives

Real Property (Homes, Apartments): - Seized residential properties transferred to: - Zero Homeless Colorado program for transitional housing - Families facing homelessness - Trafficking survivors needing safe housing - Low-income families on housing waitlists

Business Assets: - Equipment and inventory may be transferred to small business programs - Support Colorado entrepreneurs from disadvantaged backgrounds

Cash and Financial Assets: - Deposited into Victim Services Fund - Used for direct assistance grants to families in crisis

(e) Allocation Process

Social Worker Assessment: - CESA-employed social workers assess family needs - Matching process connects available assets to families who can use them - No application fees or bureaucratic hurdles

Priority Order: 1. Trafficking survivors - First priority for any assets they can use 2. Zero Homeless Colorado participants - Especially those with children 3. Families in crisis - Facing eviction, job loss, or emergency 4. Working families below Colorado Cost of Living Standard 5. General need - Other families who would benefit

Transfer Process: - Title transferred free and clear to recipient - No liens or encumbrances - Basic repairs/maintenance completed before transfer (vehicles) - Recipients receive asset free of charge

(f) Program Administration

- CESA Administration oversees the Colorado Community Asset Program
- Regional social workers maintain lists of families who could benefit
- Asset inventory maintained and updated as seizures occur
- Quarterly reports on assets distributed and families helped
- Anti-fraud provisions to ensure assets reach intended recipients

Accountability: - Recipients must demonstrate genuine need - Assets cannot be immediately sold (holding period requirements) - Follow-up check-ins to ensure assets are being used appropriately - Abuse of program results in asset recovery and program ineligibility

13.4 Victim Protections

- (a)** Trafficking victims **cannot be prosecuted** for crimes committed while being trafficked.
- (b)** Automatic expungement of prostitution charges for trafficking victims.
- (c)** Civil lawsuit rights against traffickers (can sue for damages).
- (d)** Victim compensation fund.
- (e)** Housing, counseling, job training for survivors.
- (f)** Immigration relief assistance for foreign national victims.

13.5 Investigation Resources

- (a)** Dedicated human trafficking unit in Colorado Bureau of Investigation.
- (b)** Training for all law enforcement on identifying trafficking.
- (c)** Coordination with Colorado Shield highway monitoring (Section 7).
- (d)** Tip line with rewards for information.

13.6 Prevention

- (a)** Public awareness campaigns
- (b)** School education on trafficking warning signs
- (c)** Training for hotel workers, truckers, healthcare workers

(d) Demand reduction programs

13.7 Connection to Colorado Shield

- (a) Heat mapping and highway surveillance specifically designed to detect trafficking.
- (b) AI analysis of vehicle patterns.
- (c) Coordination between SDF monitoring and law enforcement.
- (d) Drone tracking of suspicious vehicles (Section 7.4).
- (e) **No-Escape Perimeter** - Strategic sensor placement ensures no trafficker can exit Colorado without detection (Section 7.8.2).
- (f) **Interstate Handoff** - When traffickers approach state lines, automatic coordination with destination state and FBI ensures continuous tracking and apprehension (Section 7.8.4-7.8.5).
- (g) **Interstate Compacts** - Mutual aid agreements with all neighboring states for coordinated human trafficking enforcement (Section 7.8.7).

13.8 Enhanced Penalties for Flight

(a) Attempting to Flee State:

Any person who attempts to leave Colorado to evade prosecution for human trafficking shall be subject to a **mandatory minimum additional 20 years** added to their sentence.

- This penalty is consecutive to the trafficking sentence (not concurrent)
- Applies whether or not the attempt is successful
- Includes any attempt to reach an airport, border crossing, or interstate highway with intent to flee
- Evidence of flight planning (purchased tickets, packed bags, transferred assets) is sufficient

(b) Successfully Crossing State Lines:

If a trafficker successfully crosses into another state before apprehension:

- **Mandatory minimum additional 25 years** added to sentence
- This penalty is consecutive to both the trafficking sentence AND any “attempting to flee” penalty
- Applies regardless of how far into the neighboring state the person traveled
- Interstate coordination per Section 7.8 ensures apprehension

(c) Consecutive Sentencing Example:

A trafficker with 2 victims who successfully flees to Kansas: - Base sentence: 20 years \times 2 counts = 40 years minimum - Attempting to flee: +20 years - Successfully crossing state line: +25 years - **TOTAL: 85 years minimum**

(d) No Reduction:

Penalties under this section: - Cannot be reduced through plea bargaining - Cannot be served concurrently with other charges - Are not eligible for early release or good behavior reduction - Apply in addition to federal charges if applicable

13.9 Budget

Estimated Annual Cost: \$15-20 million

Note: Interstate coordination costs included in Section 7.8 budget.

SECTION 14: COLORADO TRIBAL PARTNERSHIP

14.1 Core Principle

The **Ute Mountain Ute Tribe** and **Southern Ute Indian Tribe** are sovereign nations. This Act respects that sovereignty while offering full inclusion in Colorado's economic security programs.

14.2 Automatic Inclusion

All tribal members who are Colorado residents are **automatically eligible** for all programs: - Care Without Fear - Life Security Program - AI Worker Protection - Education programs - Housing programs - All other benefits under this Act

14.3 Opt-Out Provision

- (a)** If a tribe wishes to **NOT participate** in any or all programs, they must formally notify the State in writing.
- (b)** This creates a clear record of the decision.
- (c)** Tribe can opt back in at any time with 90 days notice.
- (d)** Individual tribal members can still participate even if tribe opts out (personal choice).

14.4 Tribal Consultation

- (a)** State must consult with tribal governments before implementing any program that affects tribal lands or members.
- (b)** 60-day consultation period for new regulations.
- (c)** Tribal input incorporated into program design.

14.5 Revenue Sharing

- (a)** Tribes receive proportional share of program revenues generated on or near tribal lands.

- (b) Tourism fees from visitors to tribal areas shared with tribes.
- (c) Cannabis revenue from tribal operations remains with tribes.

14.6 Healthcare Coordination

- (a) Care Without Fear coordinates with Indian Health Service.
- (b) No reduction in federal IHS funding due to state programs.
- (c) Tribal health facilities can participate as Care Without Fear providers.
- (d) Traditional healing practices respected and integrated where desired.

14.7 Education

- (a) Tribal schools can participate in Colorado education programs.
- (b) Tribal language and culture programs supported.
- (c) Scholarships for tribal members at Colorado institutions.

14.8 Economic Development

- (a) Colorado Business Success Team available to tribal enterprises.
- (b) Priority contracts for tribal businesses.
- (c) Energy development partnerships on tribal lands.

14.9 Law Enforcement Coordination

- (a) Respect for tribal law enforcement jurisdiction.
- (b) Mutual aid agreements.
- (c) Colorado Shield coordination for emergency response on tribal lands (with tribal consent).
- (d) Human trafficking enforcement coordination.

14.10 Environmental Protection

- (a) Consultation on any environmental decisions affecting tribal lands or sacred sites.
- (b) Water rights protections.
- (c) Air quality coordination.

14.11 Dispute Resolution

- (a) Government-to-government consultation first.
- (b) Mediation if needed.

- (c) Binding arbitration as last resort.
- (d) Respect for tribal court jurisdiction on tribal matters.

14.12 Budget

Estimated Annual Cost: \$10-15 million

SECTION 15: COLORADO EDUCATION INDEPENDENCE

15.1 Purpose

This Section establishes a phased transition of Colorado's education system away from federal control, protecting students from federal political agendas and moving toward the goal of free education from kindergarten through college.

15.2 Phased Approach

Phase 1 (Years 1-3): Foundation

- Establish Colorado Education Authority
- Develop Colorado curriculum standards
- Begin building state funding capacity
- Continue accepting federal funding during transition

Phase 2 (Years 4-6): Transition

- Implement Colorado curriculum in willing districts
- Expand state funding to reduce federal dependence
- Create Colorado student aid programs
- Build state assessment systems

Phase 3 (Years 7-10): Independence

- Full Colorado curriculum statewide
- State funding replaces majority of federal funding
- Colorado accreditation systems
- Free community college for all residents

Phase 4 (Years 10+): Free Education

- Work toward free four-year college education
- Complete independence from federal education mandates
- Colorado as national model for education

15.3 Colorado Curriculum Standards

- (a) Science-based, fact-based curriculum free from political agenda.
- (b) Emphasis on critical thinking, creativity, and practical skills.

- (c) Colorado history and civics.
- (d) Financial literacy required.
- (e) Career and technical education pathways.
- (f) Arts, music, and physical education protected.

15.4 Colorado Student Aid Program

- (a) State grants and scholarships to supplement/replace federal student aid.
- (b) Income-based aid ensuring no student is denied education due to cost.
- (c) Work-study programs with state agencies and qualified businesses.
- (d) Loan forgiveness for graduates who work in Colorado.

15.5 Teacher Support

- (a) Competitive salaries to attract and retain quality teachers.
- (b) Reduced class sizes.
- (c) Professional development funded by state.
- (d) Teacher housing assistance in high-cost areas.

15.6 Local Control

- (a) School districts retain significant autonomy.
- (b) Colorado standards set minimum requirements, not maximum.
- (c) Innovation encouraged.
- (d) Community input in curriculum decisions.

15.7 Protection from Federal Mandates

- (a) Colorado shall not implement federal education mandates that conflict with Colorado values or curriculum standards.
- (b) State shall absorb any federal funding loss resulting from non-compliance.
- (c) Legal defense fund for challenges to federal overreach.

15.8 Budget

Phase 1 Estimated Annual Cost: \$100-150 million

(Increases in later phases as state replaces federal funding; ultimate goal is full state funding of free K-college education)

SECTION 16: COLORADO PROSPERITY PARTNERSHIP (REVISED)

16.1 Purpose

The Colorado Prosperity Partnership creates a voluntary contribution program allowing higher-income Coloradans and businesses to contribute additional funds to CESA programs in exchange for recognition and benefits, without imposing mandatory additional taxes that would require TABOR voter approval.

16.2 Prosperity Partner Contribution Levels

16.2.1 Individual Prosperity Partners

Level	Annual Contribution	Benefits
Community Partner	\$1,000-4,999	Recognition certificate, Prosperity Partner card
Silver Partner	\$5,000-14,999	Above + Colorado State Parks annual pass, recognition on CESA website
Gold Partner	\$15,000-49,999	Above + Priority access to CESA events, Governor's recognition letter
Platinum Partner	\$50,000-99,999	Above + Invitation to annual Prosperity Summit, named recognition opportunity
Diamond Partner	\$100,000+	Above + Advisory Council invitation, facility naming opportunities

16.2.2 Business Prosperity Partners

Level	Annual Contribution	Benefits
Community Business	\$5,000-24,999	Recognition certificate, "Prosperity Partner" window decal
Silver Business	\$25,000-99,999	Above + Featured on CESA business directory, press release
Gold Business	\$100,000-499,999	Above + Priority state

Level	Annual Contribution	Benefits
Platinum Business	\$500,000-999,999	contracting consideration, Governor's recognition
Diamond Business	\$1,000,000+	Above + Prosperity Summit sponsorship, named program opportunity
		Above + Advisory Council seat, major facility naming rights

16.3 Prosperity Partner Benefits

16.3.1 State Parks Benefits

(a) All Prosperity Partners (individual \$5,000+ or business \$25,000+) receive:

- (1) Annual Colorado State Parks pass for contributor and immediate family
- (2) Priority camping reservations (48-hour advance window)
- (3) Access to Prosperity Partner exclusive events at state parks
- (4) 20% discount on park facility rentals

(b) Diamond Partners receive lifetime State Parks passes.

16.3.2 Recognition Benefits

- (a)** Prosperity Partner Wall at State Capitol (names of Gold+ contributors)
- (b)** Annual Prosperity Report listing all contributors by level (with permission)
- (c)** Prosperity Partner license plate design option
- (d)** Recognition at CESA public events

16.3.3 Access Benefits

(a) Prosperity Partners receive:

- (1) Quarterly newsletter on CESA program outcomes
- (2) Invitation to annual Prosperity Summit (Platinum+)
- (3) Opportunity to designate contribution to specific CESA programs
- (4) Direct communication channel to CESA leadership for feedback

16.3.4 Business Benefits

(a) Prosperity Partner businesses receive:

- (1) "Colorado Prosperity Partner" certification mark for marketing

- (2) Listing in CESA preferred vendor directory
- (3) Priority consideration for state contracts (within legal procurement rules)
- (4) Workforce development partnership opportunities
- (5) Recognition in CESA communications and reports

16.4 Contribution Allocation

(a) Prosperity Partner contributions shall be allocated as follows:

- 70% to CESA programs (contributor may suggest preference)
- 20% to Colorado Economic Resilience Fund
- 10% to CESA administration and partner program operations

(b) Contributors may request their contribution support specific programs: - Care Without Fear - Mental Health Services - Zero Homeless Colorado - Climate Resilience - Education programs - Rural services - Other CESA programs

16.5 Tax Treatment

(a) Prosperity Partner contributions are charitable contributions to the State of Colorado and may be deductible as allowed by federal and state tax law.

(b) CESA shall provide appropriate tax documentation to all contributors.

(c) The value of benefits received (state park passes, etc.) shall be disclosed and may reduce deductibility as required by law.

16.6 Estimated Revenue

Level	Est. Participants	Est. Revenue
Individual Partners	10,000-25,000	\$50-150 million
Business Partners	500-2,000	\$50-200 million
Total		\$100-350 million

16.7 Prosperity Partner Council

(a) There is established a **Prosperity Partner Advisory Council** consisting of:

- (1) Up to 15 Diamond Partners (rotating)
- (2) 5 community representatives
- (3) CESA Director (non-voting)

(b) The Council shall:

- (1) Advise CESA on program implementation
- (2) Provide feedback from high-engagement stakeholders
- (3) Help promote Prosperity Partnership participation
- (4) Review annual Prosperity Report before publication

(c) Council recommendations are advisory only; CESA retains full decision-making authority.

SECTION 17: FUND INTEGRITY AND ANTI-CORRUPTION

17.1 Purpose

This Section establishes ironclad protections ensuring that funds established under this Act can NEVER be raided, diverted, or misused.

17.2 Constitutional Protection

(a) Funds established under this Act shall be held in dedicated trust, used exclusively for their designated purposes, and may not be transferred, borrowed against, or redirected by any legislative, executive, or judicial action **except by vote of the people of Colorado**.

(b) This Section shall be submitted to voters as a constitutional amendment.

17.3 Separate Treasury Accounts

(a) Each program shall have its own legally separate account within the State Treasury: - Care Without Fear Fund - AI Displacement Insurance Fund - Life Security Fund - Colorado Shield Fund - Zero Homeless Colorado Fund - Education Independence Fund - Economic Resilience Fund - CRSP Fund - Circular Economy Fund - Innovation Districts Fund

(b) Money cannot be moved between accounts without explicit authorization under this Act.

17.4 Anti-Raiding Provisions

(a) Legislature **cannot borrow** from these funds.

(b) Governor **cannot redirect** funds by executive order.

(c) Funds **cannot be used as collateral** for state bonds.

(d) No “temporary transfers” allowed.

(e) General fund shortfalls cannot be addressed with program funds.

17.5 Independent Oversight

Colorado Economic Security Trust Board

Composition (7 members): - 2 appointed by Governor - 2 appointed by Legislature - 3 elected by program participants

Responsibilities: - Oversee all fund management - Approve major expenditures - Review annual audits - Investigate complaints - Report to public quarterly

Annual Independent Audit

- External audit firm (rotated every 3 years)
- Published publicly
- Presented to Legislature
- Available online

Real-Time Public Dashboard

- All fund balances visible to public
- All expenditures tracked
- Updated daily
- Accessible online

17.6 Criminal Penalties

Offense	Penalty
Misuse of funds	Class 3 felony (4-12 years)
Conspiracy to misuse	Class 4 felony (2-6 years)
Negligent mismanagement	Class 1 misdemeanor + permanent bar from public service
Willful misrepresentation	Class 4 felony + restitution

Personal Liability: Officials who authorize improper transfers are personally liable for the full amount.

17.7 Citizen Enforcement

- (a) Any Colorado resident may file suit to stop improper fund use.
- (b) Attorney's fees awarded to successful plaintiffs.
- (c) Expedited court review (30 days).
- (d) Whistleblower protections for anyone reporting misuse.

17.8 Automatic Triggers

- (a) If any fund balance drops below 6 months of projected obligations, automatic contribution increase kicks in.
- (b) If any transfer is attempted without proper authorization, **all transfers freeze** pending investigation.
- (c) Automatic notification to Attorney General of any irregularities.

SECTION 18: CESA ADMINISTRATION

18.1 Colorado Economic Security Agency

(a) Establishment: There is hereby established the **Colorado Economic Security Agency (CESA)** to administer the programs established under this Act.

(b) Mission: To efficiently, compassionately, and transparently deliver economic security services to all Coloradans.

18.2 CESA Director

(a) Election: The CESA Director shall be **elected by the people of Colorado** in general elections.

(b) Term: Four-year terms, concurrent with gubernatorial elections.

(c) Term Limits: Maximum tenure of 11 years (two full terms plus partial term if initially appointed).

(d) Qualifications: - Colorado resident for at least 5 years - Experience in public administration, healthcare, business, or related field - No felony convictions - Cannot hold other elected office simultaneously

(e) Removal: May be removed by recall election, impeachment by Legislature, or conviction of a felony.

(f) Compensation: Level equivalent to other statewide elected officials.

18.3 Deputy Directors

The Director shall appoint, subject to Senate confirmation, Deputy Directors for: - Healthcare Operations (Care Without Fear) - Worker Protection (AI Displacement, Life Security) - Housing & Community Services (Zero Homeless, Business Success) - Economic Independence (CRSP, Economic Resilience) - Innovation & Technology (AI Partnership, Innovation Districts) - Administrative Services (Benefits Card, Compliance, Regional Operations)

18.4 Regional Offices

(a) Distribution: CESA shall maintain regional offices throughout Colorado to ensure accessible services for all residents.

(b) Dedicated Offices (25-30 locations): - Major population centers - Regional hubs in every congressional district - At least one office in each county with population over 50,000

(c) Combined Service Centers (10-15 locations): - Rural areas with lower population density - Shared facilities with other state agencies - Mobile services for remote communities

(d) Services: Each office shall provide: - Benefits enrollment and assistance - Healthcare navigation - Job placement and retraining - Housing assistance - Business support - General information and referrals

18.5 Compliance Authority

- (a) Investigations:** CESA has authority to investigate potential violations of this Act by businesses, individuals, and other entities.
- (b) Penalties:** CESA may impose civil penalties for violations, subject to administrative appeal and judicial review.
- (c) Audits:** CESA may audit employer records to verify compliance with AI displacement, payroll contribution, and other requirements.

18.6 Public Dashboard and Reporting

- (a) Real-Time Dashboard:** - All program metrics visible to public online - Fund balances updated daily - Enrollment numbers, claims processed, wait times - Regional breakdown of services
- (b) Annual Report:** - Comprehensive review of all programs - Financial statements - Outcomes and impact metrics - Recommendations for improvements - Presented to Legislature and public
- (c) Quarterly Updates:** - Key metrics and trends - Budget status - Program changes - Available online and at public meetings

18.7 Citizen Complaint Process

- (a)** Any person may file a complaint regarding CESA services, decisions, or staff conduct.
- (b)** Complaints shall be acknowledged within 5 business days.
- (c)** Investigation completed within 30 days (complex cases: 60 days).
- (d)** Written response to complainant with findings and any corrective actions.
- (e)** Appeal process available through independent ombudsman.

18.8 Waste, Fraud, and Abuse Reporting

- (a) Reporting Channels:** - Dedicated hotline (24/7) - Online portal (anonymous option available) - In-person at any CESA office - Mail submission
- (b) Whistleblower Protections:** - Reporters protected from retaliation (see Section 24) - Anonymous reporting protected - Confidential investigation
- (c) Response:** - All credible reports investigated within 30 days - Findings reported to appropriate authorities - Public summary of waste/fraud prevention efforts in annual report

18.9 Budget

Estimated Annual Administrative Cost: \$150-200 million

(Includes regional offices, staff, technology, compliance operations)

SECTION 19: COLORADO BENEFITS CARD

19.1 Establishment

There is hereby established the **Colorado Benefits Card** (also known as the **Colorado Services Card**), a unified identification and benefits delivery system for all Colorado residents.

19.2 Card Features

- (a) Universal State ID:** Serves as official state identification for all purposes.
- (b) Chip-Enabled:** Secure chip technology for identity verification and fraud prevention.
- (c) Dual Account System:**

Benefits Account: - Care Without Fear healthcare access - Life Security Program enrollment - AI Displacement payments - SNAP/EBT integration - Other state benefits

Personal Account: - Optional checking/savings account - Direct deposit capable - Debit card functionality - Banking services for unbanked residents

19.3 Benefits Integration

The Colorado Benefits Card shall provide access to:

- (a) Healthcare:** - Care Without Fear provider identification - Prescription benefits - Medical cannabis coverage (if applicable)
- (b) Income Programs:** - AI Displacement payments - CRSP retirement benefits - Life Security contributions/benefits
- (c) Food Programs:** - SNAP/EBT benefits - WIC benefits - Healthy food subsidies (Section 3.7) - **Container Deposit Credits** (Section 29) - optional credit instead of cash
- (d) Housing:** - Zero Homeless Colorado services - Rent assistance
- (e) Other Services:** - Public transportation (where integrated) - Library services - State parks access

19.4 Medical Cannabis Coverage

- (a)** For residents with qualifying medical conditions, the Colorado Benefits Card may include medical cannabis coverage under Care Without Fear.
- (b)** Coverage limited to: - Conditions approved by state medical board - Dispensaries participating in Care Without Fear program - Quantity limits as medically appropriate
- (c)** Opt-in program - not automatic for all cardholders.

19.5 Privacy Protections

- (a) Data Minimization:** Card stores only information necessary for its functions.

- (b) Encryption:** All data encrypted both on card and during transmission.
- (c) Access Limits:** - Healthcare providers see only healthcare information - Retailers see only payment authorization - Law enforcement requires warrant except for ID verification
- (d) No Tracking:** Card does not track location or purchasing patterns.
- (e) No Sharing:** Data not shared with federal agencies, immigration enforcement, or private marketers.
- (f) Opt-Out:** Residents may decline card and use paper-based alternatives (with reduced convenience).

19.6 Issuance

- (a)** Automatic issuance to all Colorado residents upon: - Birth (parents hold card until age 18) - Establishing residency (90 days) - Request by current resident
- (b)** No cost for initial card or first replacement.
- (c)** Available at CESA offices, DMV locations, and by mail.

19.7 Budget

Estimated Annual Cost: \$30-40 million (included in CESA Administration budget)

SECTION 19.8: COLORADO SERVICES PORTAL

19.8.1 Establishment

There is hereby established the **Colorado Services Portal**, a unified digital platform for accessing all state services and programs under this Act.

19.8.2 Core Functions

- (a) Account Management:** - View and manage all benefits - Update personal information - Designate beneficiaries - Track applications and claims
- (b) Medical Records Access:** - View Care Without Fear medical records - Download records for personal use - Authorize sharing with providers - View prescription history
- (c) Benefits Management:** - Check balances (Life Security, CRSP, etc.) - Submit claims - Schedule appointments - Find providers
- (d) Employment Services:** - Job search and applications - Training program enrollment - AI Displacement status and payments - Resume builder and career tools

19.8.3 Public Issue Reporting

- (a) Report Categories:** - Waste, fraud, or abuse in government programs - Safety concerns (infrastructure, environmental) - Service quality issues - Policy suggestions
- (b) Anonymous Option:** - Reports may be submitted anonymously - Anonymous reports still investigated - Option to receive follow-up if desired
- (c) Whistleblower Protection:** - All reporters protected from retaliation - Confidential handling of identity - Connection to Section 24 protections
- (d) Response Tracking:** - Track status of submitted reports - Receive updates on investigation - See resolution when completed

19.8.4 Accessibility

- (a)** Fully accessible for persons with disabilities (WCAG 2.1 AA compliant).
- (b)** Available in Spanish and other major languages.
- (c)** Mobile-friendly design.
- (d)** In-person assistance available at all CESA offices.
- (e)** Phone support available 7 days/week.

19.8.5 Security

- (a)** Multi-factor authentication required.
- (b)** End-to-end encryption.
- (c)** Regular security audits.
- (d)** Compliance with state and federal data protection laws.

19.8.6 Budget

Included in CESA Administration budget (Section 18.9)

SECTION 20: AI INNOVATION PARTNERSHIP

20.1 Purpose

This Section establishes a framework for Colorado to lead in responsible AI development while ensuring the benefits of AI are broadly shared and the technology serves human flourishing.

20.2 Colorado AI Innovation Fund

- (a) Establishment:** There is hereby established the **Colorado AI Innovation Fund** to support responsible AI development in Colorado.

(b) Funding: 7.2% of AI Displacement Insurance Fund contributions shall be allocated to the AI Innovation Fund.

(c) Purpose: Support AI research, development, and deployment that creates jobs, improves lives, and maintains Colorado's competitive position.

20.3 AI Development Grants

Grant Categories:

Category	Amount	Purpose
Startup Seed	\$25,000-\$100,000	Early-stage AI companies
Growth Grant	\$100,000-\$500,000	Expanding AI companies
Research Grant	\$50,000-\$250,000	University/nonprofit research
Pilot Project	\$25,000-\$150,000	Government AI applications

Priority Areas: - Healthcare AI - Clean energy and climate - Agricultural technology - Education technology - Accessibility and disability services - Public safety (excluding surveillance)

20.4 University Partnerships

(a) CESA shall establish partnerships with Colorado universities for AI research and workforce development.

(b) Participating institutions: - University of Colorado system - Colorado State University system - Colorado School of Mines - University of Denver - Other accredited institutions

(c) Focus areas: - Ethical AI development - Workforce transition research - AI safety and security - Applied AI for public benefit

20.5 AI Workforce Training

(a) Free or subsidized training programs for: - Workers in industries likely to be affected by AI - Career changers seeking AI-related roles - Current workers seeking to complement AI tools

(b) Training pathways: - AI operations and maintenance - AI-assisted professional roles - AI development and engineering - AI ethics and governance

20.6 Fast-Track Permitting for AI Companies

(a) AI companies meeting responsible AI requirements receive expedited: - Business licensing - Zoning and land use approvals - Environmental permits - Tax registration

(b) Dedicated AI business liaison in Colorado Business Success Team.

20.7 Responsible AI Requirements

To receive state support, AI companies must commit to:

- (a) Transparency in AI decision-making where feasible.
- (b) Bias testing and mitigation in AI systems.
- (c) Human oversight for high-stakes decisions.
- (d) Data privacy protections.
- (e) Compliance with AI Worker Protection requirements (Section 4).
- (f) Participation in workforce transition programs.

20.8 Budget

AI Innovation Fund: ~\$30 million annually (7.2% of \$400M AI Displacement Fund)

Administration: Included in CESA budget

SECTION 20.5: YOUNG INNOVATOR PROGRAM

20.5.1 Purpose

To cultivate the next generation of Colorado entrepreneurs and innovators by providing young people with resources, mentorship, and support to launch businesses and develop innovations.

20.5.2 Eligibility

Age Range: 16-30 years old

Residency: Colorado resident or enrolled in Colorado educational institution

Business Stage: Pre-launch through 3 years of operation

20.5.3 Startup Grants

(a) Base Grants:

Category	Amount	Requirements
Idea Stage	\$10,000	Business plan + pitch
Launch Stage	\$25,000	Prototype or MVP + customers
Growth Stage	\$50,000	Revenue + job creation

(b) Social Impact Bonus:

Additional 25% grant amount for businesses that: - Address environmental challenges - Serve underserved communities - Create jobs in rural Colorado - Support CESA program goals

20.5.4 Incubator Space

- (a)** Free incubator space available in each Innovation District (Section 33).
- (b)** Includes: - Desk/office space - Meeting rooms - High-speed internet - Basic equipment
- (c)** 6-12 month terms, renewable based on progress.

20.5.5 Mentorship Matching

- (a)** Every Young Innovator matched with experienced mentor.
- (b)** Mentor pool includes: - Successful Colorado entrepreneurs - Industry experts - University faculty - Retired executives
- (c)** Minimum quarterly meetings, ongoing availability.

20.5.6 Reduced Fees

Young Innovators receive: - 75% reduction in business licensing fees - Free first-year registered agent service - Waived state permit fees (first year) - Free legal consultation (10 hours)

20.5.7 Student Entrepreneur Track

For students enrolled in Colorado educational institutions:

- (a)** Academic credit partnerships with universities.
- (b)** Flexible grant timelines aligned with academic calendar.
- (c)** On-campus innovation hubs.
- (d)** Internship connections with established companies.

20.5.8 Annual Innovation Challenge

- (a)** Statewide competition for Young Innovators.
- (b)** Categories: - Technology - Social enterprise - Clean energy - Healthcare - Agriculture
- (c)** Prizes: - First place: \$100,000 + full incubator package - Second place: \$50,000 + mentorship package - Third place: \$25,000 + training package - Regional winners: \$10,000 each
- (d)** Demo Day event with investors, media, and public.

20.5.9 Budget

Estimated Annual Cost: \$25-35 million

(Included in Innovation Districts budget, Section 33)

SECTION 21: IMPLEMENTATION TIMELINE

21.1 Overview

Implementation shall occur in phases to ensure quality execution, adequate training, and system readiness.

21.2 Years 1-2: Foundation

Year 1 Tasks:

- Pass legislation and constitutional amendments
- Establish CESA agency structure
- Hire CESA Director and key leadership
- Open initial regional offices (10-15 locations)
- Launch Care Without Fear enrollment
- Implement phased income tax (2.2%)
- Begin Life Security Program enrollment
- Begin CRSP enrollment
- Implement tourism fees
- Implement enhanced liquor taxes
- Begin AI company registration
- Launch Colorado Benefits Card rollout
- Start SDF recruitment
- Establish Colorado Shield planning
- Begin Zero Homeless Colorado land acquisition
- Launch Colorado Business Success Team
- Implement Health-Impact Food Taxes
- Begin Prosperity Partnership revenue collection
- Establish Fund Integrity oversight structures
- Begin Strategic Foresight Office operations

Year 2 Tasks:

- Full Care Without Fear operations begin
- Complete regional office network (25-30 locations)
- First AI displacement cases processed
- Life Security Program fully operational
- Colorado Shield weather monitoring deployed
- Begin tiny house production (Year 1 contracts)
- Highway surveillance system construction begins
- Innovation Districts designation
- Young Innovator Program launch
- Colorado Services Portal launch
- First container deposit locations operational

- Circular Economy pilots begin
- Community Business Certification program launches
- First sister city/state agreements finalized

21.3 Years 3-5: Full Operation

Year 3 Tasks:

- All systems fully operational
- SDF reaches authorized strength (3,500)
- Colorado Shield border coordination activated
- Search and rescue drone fleet deployed
- Highway surveillance operational
- Zero Homeless achieving significant reductions
- AI displacement fund reaches target reserves
- Economic Resilience Fund reaches \$3B
- Education Independence Phase 2 begins
- First Global Partnership exchanges
- All Innovation Districts operational
- Container deposit system statewide

Year 4-5 Tasks:

- Income tax evaluation (potential reduction to 2.0%)
- Zero veteran homelessness achieved
- Economic Resilience Fund reaches \$5B target
- Clean Energy reaches 60% renewable
- Free community college pilot programs
- Interstate coordination fully operational
- All 8 Innovation Districts thriving
- Young Innovator graduates creating jobs
- Circular Economy showing measurable results

21.4 Years 6-10: Expansion and National Model

Years 6-7:

- Zero homelessness goal achieved
- Income tax evaluation (consider further reduction)
- 80% renewable energy achieved
- Education Independence Phase 3
- Economic Resilience Fund fully funded
- Other states adopting Colorado model elements
- Federal policy influenced by Colorado success

Years 8-10:

- 100% renewable energy goal (Year 10)
- Free four-year college progress
- Complete independence from federal education mandates
- Colorado recognized as national economic security leader
- Economic Resilience Fund provides complete federal independence capability
- CESA model exported through Global Partnership Program

21.5 Milestone Checkpoints

Year	Key Milestone	Success Metric
1	Care Without Fear launched	90% enrollment
2	Benefits Card distributed	95% of residents
3	Zero Homeless reducing	50% reduction
5	Economic Resilience Fund	\$5B balance
7	Zero homelessness	<100 unsheltered
10	100% renewable	All state power

SECTION 22: SEVERABILITY AND LEGAL PROVISIONS

22.1 Severability

If any provision of this Act, or the application thereof to any person or circumstance, is held invalid, the invalidity does not affect other provisions or applications of this Act which can be given effect without the invalid provision or application, and to this end the provisions of this Act are severable.

22.2 Supremacy

This Act shall supersede any conflicting state or local law, regulation, or ordinance. Local governments may adopt more protective measures but may not undermine the protections established herein.

22.3 Federal Law

Where federal law preempts state action, Colorado shall implement this Act to the maximum extent permitted by federal law and shall seek all available waivers, exceptions, and authorizations to implement the full scope of this Act.

22.4 Legal Defense

The Attorney General shall vigorously defend this Act against any legal challenges and shall allocate sufficient resources to ensure its implementation.

22.5 Effective Date

This Act shall take effect upon passage, with individual programs becoming operational according to the timeline established in Section 21.

22.6 Amendments

This Act may be amended by the General Assembly, except that: - Section 17 (Fund Integrity and Anti-Corruption) may only be amended by vote of the people. - Section 31 (CESA Constitutional Core) may only be amended by 68% supermajority public referendum.

22.7 Relationship to Existing Law

- (a) This Act supplements rather than replaces existing Colorado law except where explicit conflict exists.
- (b) Where this Act provides greater protections than existing law, this Act controls.
- (c) Existing agency rules and regulations remain in effect until superseded by CESA regulations.

22.8 Administrative Rules

- (a) CESA Director shall promulgate rules necessary to implement this Act.
- (b) Rules shall be developed with public input and comment periods.
- (c) Rules shall be consistent with the intent and purposes of this Act.
- (d) Major rules subject to legislative review.

SECTION 23: COLORADO GLOBAL PARTNERSHIP PROGRAM

23.1 Purpose

This Section establishes Colorado's international partnership framework, enabling knowledge exchange, economic collaboration, and cultural connection with like-minded regions worldwide.

23.2 Inaugural Partner: Queensland, Australia

- (a) **Designation:** The State of Queensland, Australia is hereby designated as Colorado's inaugural Global Partner.
- (b) **Rationale:** - Similar climate and geography (mountains, plains, agriculture) - Comparable population size and economic structure - Shared commitment to innovation and renewable energy - Strong agricultural and tourism sectors - English-speaking with compatible business practices - Time zone enabling 24-hour business cycle coverage

(c) Partnership Focus Areas: - Clean energy technology exchange - Agricultural innovation - Tourism promotion - Education and research collaboration - Emergency management best practices - Healthcare system innovation

23.3 Sister State Relationships

(a) Criteria: Global Partners must demonstrate: - Democratic governance and rule of law - Commitment to human rights - Economic compatibility - Mutual benefit potential - Cultural exchange interest

(b) Partnership Levels:

Level	Requirements	Benefits
Inaugural Partner	First partner + full collaboration	All benefits + founding status
Strategic Partner	3+ active programs	Trade missions + student exchange
Emerging Partner	1-2 active programs	Information sharing + cultural exchange

23.4 Sister City Relationships

(a) Colorado cities and counties may establish sister city/region relationships with communities in Global Partner jurisdictions.

(b) State support available for: - Initial partnership development - Cultural exchange programs - Economic development missions - Youth exchange programs

(c) Priority given to partnerships that support CESA program goals.

23.5 Exchange Programs

(a) Professional Exchange

- Government officials exchange to learn best practices
- 2-4 week placements
- Focus areas: healthcare, worker protection, innovation, emergency management

(b) Student Exchange

- University semester exchanges with partner institutions
- High school summer programs
- Vocational training partnerships

(c) Business Exchange

- Trade missions to partner regions
- Investment matchmaking
- Joint venture support
- Market entry assistance

(d) Cultural Exchange

- Arts and cultural programming
- Sports exchanges
- Tourism promotion
- Heritage preservation

23.6 Economic Benefits

(a) Trade Facilitation: - Reduced barriers for partner region businesses - Fast-track business registration for partner companies - Joint marketing initiatives

(b) Investment Attraction: - Partner region investors receive Colorado Qualified Business fast-track - Joint investment funds for shared priorities - Real estate investment streamlining

(c) Tourism: - Joint tourism marketing - Package travel programs - Reciprocal tourism promotion

23.7 Governance

(a) Colorado Global Partnership Office: - Housed within CESA - Director appointed by CESA Director - Staff as needed for partnership management

(b) Partnership Advisory Council: - Representatives from each partner region - Meets annually (alternating locations) - Reviews partnership progress - Recommends new initiatives

23.8 Budget

Estimated Annual Cost: \$5-10 million

SECTION 24: COLORADO WHISTLEBLOWER PROTECTION ACT

24.1 Purpose

This Section establishes comprehensive protections for individuals who report wrongdoing in good faith, ensuring that those who speak up to protect the public interest are protected from retaliation.

24.2 Protected Disclosures

Disclosures are protected when made in good faith regarding:

(a) AI Safety Concerns: - AI systems causing or likely to cause harm - Violations of AI Worker Protection requirements (Section 4) - AI bias or discrimination - Unsafe AI deployment

(b) CESA Program Fraud: - False claims for benefits - Misuse of program funds - Fraudulent enrollment - Provider fraud - Contractor fraud

(c) Tax Evasion: - Failure to pay required contributions - False reporting of income or payroll - Evasion of Health-Impact Food Taxes - Evasion of AI Displacement Fund contributions

- (d) Public Safety:** - Environmental violations - Workplace safety hazards - Consumer protection violations - Healthcare quality issues
- (e) Government Misconduct:** - Corruption or bribery - Misuse of public funds - Abuse of power - Retaliation against other whistleblowers

24.3 Reporting Channels

- (a) Internal Reporting:** - To employer, supervisor, or compliance officer - Protected even if issue is later found unsubstantiated
- (b) External Reporting:** - CESA Fraud Hotline - Colorado Services Portal (Section 19.8) - Colorado Attorney General - Appropriate regulatory agency - Law enforcement
- (c) Public Disclosure:** - To media or public - Protected when internal/external channels exhausted or ineffective - Protected when imminent public danger exists

24.4 Prohibited Retaliation

Employers and others may NOT take any adverse action against whistleblowers, including:

- (a) Employment Actions:** - Termination or demotion - Reduction in pay or hours - Transfer or reassignment - Denial of promotion - Negative performance reviews - Harassment or hostile work environment
- (b) Other Retaliation:** - Blacklisting in industry - Threats or intimidation - Legal action designed to silence - Interference with future employment - Retaliation against family members

24.5 Remedies

Whistleblowers who experience retaliation may seek:

- (a) Employment Remedies:** - Reinstatement - Back pay with interest - Restoration of benefits - Removal of negative records
- (b) Compensatory Damages:** - Emotional distress - Reputational harm - Out-of-pocket expenses
- (c) Punitive Damages:** - Up to 3x actual damages for willful retaliation
- (d) Attorney's Fees:** - Reasonable attorney's fees for prevailing plaintiffs

24.6 Whistleblower Rewards

- (a) AI Safety Rewards:** - 10-15% of penalties collected (up to \$250,000) - For reports leading to successful enforcement
- (b) Fraud Recovery Rewards:** - 15-25% of recovered funds (up to \$500,000) - For reports leading to fraud recovery

(c) Tax Evasion Rewards: - 15-30% of recovered taxes (up to \$500,000) - For reports leading to collection

24.7 Confidentiality

(a) Whistleblower identity confidential unless: - Whistleblower consents to disclosure - Disclosure required by court order - Disclosure necessary for investigation with whistleblower's knowledge

(b) Anonymous reporting protected.

(c) Retaliation for suspected whistleblowing is prohibited even if identity unconfirmed.

24.8 Anti-Retaliation Enforcement

(a) CESA Authority: - Investigate retaliation complaints - Order remedial action - Impose civil penalties

(b) Criminal Penalties: - Retaliation against whistleblowers is a Class 6 felony - Additional penalties if retaliation involves threats or violence

(c) Civil Action: - Private right of action in state court - 3-year statute of limitations - Jury trial available

24.9 Budget

Included in CESA Administration budget

SECTION 25: AI INDUSTRY REQUIREMENTS

25.1 Purpose

This Section establishes requirements for AI companies operating in Colorado, ensuring they contribute fairly to the state's economic security while enabling continued innovation and growth.

25.2 Energy Contribution Requirement

(a) Base Requirement: AI companies with significant computational operations in Colorado shall contribute to Colorado's clean energy infrastructure.

(b) Contribution Rate: 35% of company's Colorado energy consumption shall be offset through: - Direct investment in Colorado renewable energy - Purchase of Colorado renewable energy credits - On-site renewable generation - Payment to Colorado Clean Energy Fund

(c) Annual Review: The 35% rate shall be reviewed annually by CESA and may be adjusted based on: - Grid capacity and renewable availability - Industry competitiveness - Technology efficiency improvements - Environmental impact data

(d) Adjustment Range: Rate may be adjusted up or down by up to 5 percentage points annually, with 30-60% total range.

25.3 Automation Intensity Tax

(a) Purpose: Ensure highly automated companies contribute fairly to worker support programs.

(b) Calculation: Companies with automation intensity above industry baseline pay additional contribution to AI Displacement Fund.

(c) Automation Intensity Defined: - Revenue per employee compared to industry average - Companies with 200%+ of industry average revenue/employee pay additional 0.5-1% of Colorado revenue

(d) Exemptions: - First 3 years of operation - Companies with fewer than 50 employees - Companies already paying significant AI Displacement payments

25.4 Community Benefits Requirements

AI companies receiving state support must provide community benefits:

(a) Workforce Development: - Internship programs for Colorado students - Training partnerships with Colorado institutions - Job shadowing opportunities

(b) Local Engagement: - Participation in community advisory processes - Support for local STEM education - Sponsorship of innovation events

(c) Transparency: - Annual public report on AI deployment - Disclosure of significant AI decision systems - Participation in bias auditing programs

25.5 Tiered Requirements by Company Size

Company Size	Energy Contribution	Automation Tax	Community Benefits
Small (<50 employees)	25%	Exempt	Voluntary
Medium (50-500)	35%	If applicable	Required
Large (500+)	35%	If applicable	Enhanced required
Major (1000+)	35% + infrastructure	If applicable	Comprehensive required

25.6 Compliance and Enforcement

(a) Registration: - AI companies register with CESA - Annual compliance certification - Reporting on energy use and workforce

(b) Audits: - CESA may audit company records - Third-party verification available

(c) Penalties: - Non-compliance penalties up to 200% of avoided contribution - Disqualification from state contracts - Loss of fast-track permitting benefits

25.7 Safe Harbor

Companies demonstrating good-faith compliance efforts receive: - Warning before penalties - 90-day cure period for technical violations - Reduced penalties for self-reported issues

25.8 Budget

Revenue from automation intensity tax: ~\$20-30 million annually

Administration: Included in CESA budget

SECTION 26: COMMUNITY BUSINESS CERTIFICATION

26.1 Purpose

This Section establishes a certification program recognizing businesses that demonstrate exceptional commitment to their employees, communities, and Colorado values.

26.2 Qualification Criteria

To receive Community Business Certification, a business must meet **at least 4** of the following criteria:

(a) Family-Friendly Workplace: - Paid parental leave (minimum 8 weeks) - Flexible scheduling for parents - On-site or subsidized childcare - Family emergency leave policy

(b) Living Wage Employer: - All employees paid at least 150% of minimum wage - Regular wage increases tied to cost of living - Transparent pay scales

(c) Diverse Leadership: - Women and/or minorities in 30%+ of leadership positions - Active diversity recruitment program - Inclusive workplace policies - Pay equity auditing

(d) Environmental Stewardship: - Carbon footprint reduction plan - Recycling and waste reduction program (Section 29 compliance) - Sustainable sourcing policies - Green building or retrofit commitment

(e) Employee Ownership: - Employee stock ownership plan (ESOP) - Profit sharing program (minimum 5% of profits) - Worker cooperative structure - Employee representation on board

(f) Community Investment: - Local charitable giving (minimum 1% of profits) - Employee volunteer program - Sponsorship of community events - Partnerships with local schools

(g) Veteran Employer: - Veterans comprise 10%+ of workforce - Veteran hiring preference program - Military spouse support program - Partnership with veteran service organizations

(h) Disability Inclusive: - Exceeds ADA requirements - Active disability hiring program - Accessible facilities and technology - Partnership with disability service organizations

(i) Second Chance Employer: - Hires individuals with criminal records - Provides support for reentry - Partners with reentry programs - Fair chance hiring policies

(j) Apprenticeship Provider: - Registered apprenticeship program - Partnership with trade schools - Career pathway development - Youth employment programs

26.3 Certification Benefits

(a) Tax Benefits

Criteria Met	Tax Benefit
4 criteria	5% reduction in state business taxes
6 criteria	10% reduction
8+ criteria	15% reduction

(b) Contract Preference

- 5% bid preference on state contracts
- Priority for local government contracts
- Preferred vendor status

(c) Marketing Benefits

- "Colorado Community Business" certification mark
- Listing on state business directory
- Recognition at annual awards event
- Marketing support from state tourism office

(d) Regulatory Benefits

- Expedited permit processing
- Reduced inspection frequency (good compliance history)
- Priority technical assistance

26.4 Certification Process

(a) Application: - Submit documentation of qualifying criteria - Self-certification with supporting evidence - Annual attestation

(b) Verification: - CESA review of documentation - Random audits (10% of certified businesses annually) - Third-party verification available

(c) Duration: - 2-year certification - Renewal with updated documentation - Annual check-in required

26.5 Decertification

(a) Grounds: - Failure to maintain qualifying criteria - False statements in application - Serious violations of employment law - Fraud or misconduct

(b) Process: - Notice and opportunity to cure - Hearing if contested - Appeal rights

(c) Consequences: - Loss of all certification benefits - Repayment of tax benefits (fraud cases)
- 2-year bar from recertification

26.6 Budget

Estimated Annual Cost: \$5-10 million (tax expenditure)

Administration: Included in CESA budget

SECTION 27: CESA EVOLUTION AND PUBLIC ENGAGEMENT

27.1 Purpose

This Section establishes mechanisms for CESA to evolve over time based on experience, changing conditions, and public input, while protecting core principles through constitutional safeguards.

27.2 Designed Fluidity

(a) Legislative Intent: CESA is designed to be a living framework that adapts to: - New challenges and opportunities - Lessons learned from implementation - Changing economic conditions - Technological developments - Public preferences

(b) Regular Review: Every 5 years, CESA shall undergo comprehensive review and potential update by the Legislature.

27.3 Amendment Categories

(a) Administrative Amendments

Changes to implementation details, timelines, and procedures: - May be made by CESA Director with Board approval - Subject to public comment period (30 days) - Reported to Legislature

(b) Programmatic Amendments

Changes to program benefits, eligibility, or funding levels: - Require Legislature approval - Subject to public hearing - Take effect next fiscal year

(c) Structural Amendments

Changes to fundamental program structure or new major programs: - Require Legislature approval (60% supermajority) - Subject to extended public comment (90 days) - May require TABOR compliance

(d) Constitutional Core Amendments

Changes to protected principles (Section 31): - **Require 68% supermajority public referendum** - Placed on ballot by Legislature or citizen initiative - Extensive public education campaign required

27.4 Public Engagement Mechanisms

- (a) Annual Town Halls:** - CESA Director hosts annual town halls in each region - Public input on program performance - Discussion of potential improvements
- (b) Online Engagement:** - Colorado Services Portal feedback mechanisms - Online surveys and polls - Digital town halls and webinars
- (c) Advisory Committees:** - Citizen advisory committees for major programs - Stakeholder input on technical issues - Regular reports to CESA Director
- (d) Youth Engagement:** - Student advisory council - Youth input on education and innovation programs - Internship and fellowship opportunities

27.5 Citizen Initiative

- (a)** Citizens may propose CESA amendments through petition: - 3% of registered voters for ballot measure - 1% for Legislative consideration
- (b)** Citizen-initiated Constitutional Core amendments require same 68% supermajority approval as Legislature-initiated amendments.

27.6 Public Education

Before any Constitutional Core referendum:

- (a)** State shall provide: - Neutral explanation of proposed change - Arguments for and against - Fiscal impact analysis - Implementation analysis
- (b)** Minimum 60 days between publication and election.
- (c)** Multiple language versions.

27.7 Sunset Review

- (a)** Every CESA program subject to sunset review every 10 years.
- (b)** Review includes: - Effectiveness evaluation - Cost-benefit analysis - Stakeholder input - Recommendations for continuation, modification, or termination
- (c)** Programs continue unless Legislature acts to terminate or modify.
- (d)** Constitutional Core programs cannot be terminated through sunset - only modified.

SECTION 28: COLORADO CULINARY AND DINING INITIATIVE

28.1 Purpose

This Section supports Colorado's restaurant industry, promotes culinary excellence, and enhances the dining experience for residents and visitors.

28.2 Sales Tax Elimination for Sit-Down Dining

- (a) Tax Exemption:** State sales tax is hereby **eliminated** for prepared food consumed on-premises at restaurants providing table service.
- (b) Qualifying Establishments:** - Full-service restaurants with wait staff - Sit-down cafes and diners - Hotel restaurants - Winery and brewery tasting rooms with food service - Establishments where customers are seated and served
- (c) Non-Qualifying (Standard Tax Applies):** - Takeout and to-go orders - Drive-through purchases - Fast food establishments (primarily counter service) - Food trucks (unless operating with seating area) - Delivery orders
- (d) Hybrid Establishments:** - Tax applies to takeout/delivery portion - No tax on dine-in portion - Point-of-sale systems must track separately

28.3 Economic Rationale

- (a) Sit-down dining:** - Creates more jobs per dollar of revenue - Provides higher-wage employment (tips + wages) - Supports local supply chains - Contributes to community gathering spaces - Generates tourism revenue
- (b) Tax elimination encourages:** - More frequent dining out - Higher spending per visit - Restaurant industry growth - Job creation in hospitality

28.4 Culinary Exchange Program

- (a) Global Partner Exchanges:** Chef and hospitality professional exchanges with Global Partner regions (Section 23).
- (b) Queensland Inaugural Exchange:** - Annual chef exchange with Queensland - Cross-promotion of regional cuisines - Joint culinary events - Hospitality training partnerships
- (c) Support for Participants:** - Travel and housing stipends - Visa assistance - Marketing support - Recognition events

28.5 Colorado Culinary Trail

- (a) Designation of culinary trails highlighting Colorado cuisine:** - Mountain regions - Plains agriculture - Urban food scenes - Wine and craft beverage routes
- (b) Marketing and promotion through Colorado Tourism Office.**
- (c) Partnership with local visitor bureaus.**

28.6 Farm-to-Table Support

- (a) Incentives for restaurants sourcing from Colorado farms:** - Marketing recognition - Reduced licensing fees - Priority for state catering contracts
- (b) Coordination with Healthy Colorado Food Policy (Section 3.7).**

28.7 Budget

Estimated Revenue Impact: -\$50-75 million (tax expenditure)

Program Administration: \$2-3 million annually

Economic Benefit: Estimated \$200+ million in increased dining activity

SECTION 29: COLORADO CIRCULAR ECONOMY ACT

29.1 Purpose

This Section establishes programs to reduce waste, increase recycling, and create a circular economy where materials are reused and repurposed rather than discarded.

29.2 Food Rescue Program

(a) Establishment: Colorado Food Rescue Network connecting food donors with hunger relief organizations.

(b) Participants: - Restaurants and food service - Grocery stores - Farms and producers - Caterers and event venues - Institutions (hospitals, schools, etc.)

(c) Liability Protection: Good faith food donors protected from liability for donated food.

(d) Tax Benefits: - Enhanced deduction for food donations - Credits for transportation costs - Recognition for significant donors

(e) Distribution: - Partnership with food banks - Connection to Zero Homeless Colorado (Section 8) - School meal supplementation - Senior meal programs

29.3 Comprehensive Recycling Services

(a) Curbside Recycling Expansion: - Statewide minimum recycling standards - Funding for rural recycling programs - Recycling education campaigns

(b) Hard-to-Recycle Items: - State contracts with specialty recyclers (companies like Ridwell) - Collection of items not accepted in curbside programs: - Batteries and electronics - Textiles and clothing - Plastic film and bags - Styrofoam - Light bulbs - Small appliances

(c) Business Recycling: - Commercial recycling requirements (businesses over 50 employees) - Technical assistance for compliance - Recognition program for excellence

29.4 Container Deposit Program

(a) Deposit Amount:

Container Type	Deposit
Beverage containers under 24 oz	\$0.10

Container Type	Deposit
Beverage containers 24 oz and over	\$0.15
Wine bottles	\$0.15
Liquor bottles	\$0.25

(b) Redemption Options:

Consumers may redeem deposits through: - Retail reverse vending machines - Designated redemption centers - Curbside pickup programs - **Colorado Benefits Card credit** (optional - Section 19)

(c) Benefits Card Credit Option:

When redeeming containers, consumers may choose to: - Receive cash refund (default) - Credit amount to Colorado Benefits Card personal account - Donate to Circular Economy Fund (supporting recycling programs)

(d) Circular Economy Fund: - Unredeemed deposits - Voluntary donations from card credits - Funds recycling infrastructure expansion - Supports recycling education

29.5 Composting Initiative

(a) Municipal Composting: - Grants for municipal composting programs - Technical assistance for program development - Education and outreach support

(b) Home Composting: - Subsidized compost bins for residents - Education programs - Master composter training

(c) Commercial Composting: - Permits for commercial composting facilities - Compost quality standards - Connection to Colorado agriculture

29.6 Plastic Reduction

(a) Single-Use Plastic Phase-Out: - Timeline for reducing single-use plastics - Alternative material support - Business transition assistance

(b) Plastic Bag Fee: - \$0.10 fee on single-use plastic bags - Revenue to Circular Economy Fund - Exemptions for food safety, medical, produce

29.7 Extended Producer Responsibility

(a) Manufacturers of certain products responsible for end-of-life management: - Electronics - Mattresses - Paint - Batteries - Pharmaceuticals

(b) Product stewardship programs required.

(c) Funding for collection and recycling infrastructure.

29.8 Metrics and Goals

Metric	2030 Goal	2035 Goal
Diversion rate	50%	70%
Food waste reduction	30%	50%
Container redemption	80%	90%
Organic composting	40%	60%

29.9 Budget

Estimated Annual Cost: \$25-40 million

Revenue from deposits/fees: \$30-50 million

Net Revenue: \$5-10 million (or break-even)

SECTION 30: COMMUNITY POLICING STANDARDS

30.1 Purpose and Intent

This Section establishes a framework for community-oriented policing in Colorado. This Section is **explicitly designed to be fluid** and will evolve based on community input, best practices research, and outcomes data.

30.2 Core Principles

(a) Community Partnership: - Police work with communities, not against them - Regular community engagement required - Community input in policing priorities - Accountability to community

(b) Problem-Solving Orientation: - Focus on underlying causes of crime - Prevention over enforcement where possible - Collaboration with social services - Data-driven approaches

(c) Organizational Transformation: - Training on de-escalation and crisis intervention - Mental health response integration - Continuous improvement culture - Transparency in operations

30.3 Positive Incentive Programs

(a) Community Policing Grants: - Competitive grants for innovative programs - Funding for community engagement initiatives - Support for alternative response models

(b) Training Support: - State funding for de-escalation training - Crisis intervention team development - Community policing certification programs

(c) Recognition Programs: - Annual community policing awards - Best practices sharing - Leadership development for community-oriented officers

30.4 What This Section Does NOT Include

- (a) This Section explicitly does NOT include: - Metrics-based funding tied to crime statistics - Penalties for departments - Mandates that override local control - Specific use-of-force policies
- (b) These elements may be added in future versions after: - Extensive community engagement - Review of evidence and best practices - Input from law enforcement - Legislative deliberation

30.5 Future Development Process

- (a) Within 2 years of CESA implementation, CESA Director shall convene a **Community Policing Standards Commission** including: - Law enforcement representatives - Community advocates - Civil rights organizations - Mental health professionals - Academic researchers - Elected officials
- (b) Commission shall recommend: - Enhanced standards (if appropriate) - Accountability measures (if appropriate) - Funding mechanisms - Implementation timelines
- (c) Recommendations subject to Legislative approval before implementation.

30.6 Local Control Preserved

- (a) Local governments retain authority over: - Hiring and discipline - Department policies - Budget allocation - Community priorities
- (b) State role limited to: - Incentives and support - Training resources - Best practices sharing - Voluntary certification programs

30.7 Budget

Estimated Annual Cost: \$15-25 million (grants and training support)

SECTION 30.8: MENTAL HEALTH CRISIS RESPONSE INTEGRATION

30.8.1 Purpose and Legislative Intent

- (a) The General Assembly finds that:
 - (1) Individuals experiencing mental health crises deserve a response focused on care and treatment, not criminalization;
 - (2) Law enforcement officers are often the first responders to mental health crises despite lacking specialized training and appropriate resources;
 - (3) Incarceration of individuals in mental health crisis is harmful, ineffective, and expensive;
 - (4) Successful programs in other jurisdictions (CAHOOTS in Eugene, Oregon; STAR in Denver) demonstrate that alternative responses improve outcomes and reduce costs;

(5) Integration of mental health professionals into emergency response improves outcomes for individuals, families, and communities.

(b) The purpose of this section is to establish a comprehensive framework for mental health crisis response that:

- (1) Ensures individuals in mental health crisis receive appropriate care;
- (2) Reduces unnecessary involvement of law enforcement in mental health situations;
- (3) Diverts individuals from jails and emergency departments to treatment;
- (4) Protects the safety of individuals in crisis, their families, and the community;
- (5) Reduces trauma for all involved.

30.8.2 Co-Responder Program

(a) Establishment

- (1) Every law enforcement agency in Colorado shall have access to a co-responder program pairing law enforcement officers with mental health professionals;
- (2) Co-responder teams shall respond to calls involving mental health crisis, substance use crisis, or behavioral health concerns;
- (3) Programs shall be operational in all agencies by Year 3 of CESA implementation.

(b) Team Composition

- (1) Co-responder teams consist of at least one law enforcement officer and one licensed mental health professional;
- (2) Mental health professional shall be a licensed clinical social worker, licensed professional counselor, licensed psychologist, or psychiatric nurse;
- (3) Both team members receive specialized training in co-response protocols.

(c) Response Protocol

- (1) Mental health crisis calls flagged by 911 dispatch based on screening questions;
- (2) Co-responder teams dispatched for appropriate calls;
- (3) Upon arrival, mental health professional takes lead on scene assessment;
- (4) Law enforcement provides safety support and scene security as needed;
- (5) Mental health professional conducts assessment and determines appropriate disposition;
- (6) Goal is connection to services rather than arrest or hospitalization when safe and appropriate.

(d) Staffing Models by Agency Size

Agency Size	Model	Requirement
Large (50+ sworn officers)	Dedicated co-responder teams	24/7 coverage with multiple teams
Medium (20-49 officers)	Shared regional teams	Coverage during peak hours, on-call other times
Small (<20 officers)	Regional partnership	On-call mental health professionals, telehealth backup

(e) State Funding

- (1) CESA shall fund co-responder programs statewide;
- (2) Priority funding for underserved areas, rural communities, and agencies serving high-need populations;
- (3) Funding covers mental health professional salaries, benefits, training, equipment, and vehicles;
- (4) Matching fund opportunities for agencies exceeding minimum requirements.

30.8.3 Crisis Intervention Team (CIT) Training

(a) Mandatory Training Requirements

- (1) All law enforcement officers in Colorado shall complete 40-hour Crisis Intervention Team (CIT) training;
- (2) Training must be completed within 2 years of hire date;
- (3) Current officers shall complete training within 3 years of CESA implementation;
- (4) Dispatchers and telecommunicators shall complete 16-hour CIT training.

(b) Training Curriculum

Training shall include:

- (1) **Mental Health Education:**
 - Overview of major mental illnesses (schizophrenia, bipolar disorder, major depression, anxiety disorders)
 - Substance use disorders
 - Developmental disabilities and autism
 - Dementia and cognitive impairment
 - Trauma and its effects;
- (2) **De-escalation Techniques:**
 - Verbal de-escalation strategies
 - Recognizing escalation warning signs
 - Time, distance, and shielding

- Communication techniques for individuals in crisis;

(3) **Trauma-Informed Response:**

- Understanding trauma responses
- Avoiding re-traumatization
- Recognizing trauma symptoms
- Responding with empathy;

(4) **Community Resources:**

- Available mental health services
- Crisis services and how to access them
- Diversion options
- Warm handoff procedures;

(5) **Legal Issues:**

- Involuntary commitment procedures
- Rights of individuals in crisis
- Liability considerations
- Documentation requirements;

(6) **Lived Experience Perspectives:**

- Presentations by individuals with lived experience of mental illness
- Family member perspectives
- Understanding the impact of police contact;

(7) **Scenario-Based Training:**

- Role-playing exercises
- Reality-based training scenarios
- After-action review and feedback.

(c) Annual Refresher Training

- (1) All officers shall complete 8-hour CIT refresher training annually;
- (2) Refresher training covers updates, case reviews, and skill reinforcement;
- (3) Failure to complete refresher training results in administrative consequences.

(d) CIT Coordinator

- (1) Every law enforcement agency shall designate a CIT coordinator;
- (2) Coordinators receive advanced 80-hour training;
- (3) Coordinator responsibilities:
 - Oversee agency CIT program
 - Track training compliance
 - Liaise with mental health partners
 - Review mental health-related incidents
 - Recommend program improvements;
- (4) Coordinators from across the state meet quarterly for collaboration.

(e) Curriculum Development

- (1) Training curriculum developed by CESA in partnership with:
 - Mental health professionals
 - Law enforcement trainers
 - Individuals with lived experience
 - Family advocates
 - Academic experts;
- (2) Curriculum updated annually based on best practices and outcome data;
- (3) Statewide standardization with flexibility for local adaptation.

(f) Certification

- (1) Officers completing CIT training receive CIT certification;
- (2) Certification valid for 3 years with annual refreshers;
- (3) CIT certification recognized statewide;
- (4) CIT-certified officers prioritized for mental health-related calls when available.

30.8.4 Alternative Response Programs

(a) Civilian Mental Health Response

- (1) For calls involving mental health crisis WITHOUT weapon or immediate danger to self or others, civilian mental health teams may respond instead of police;
- (2) Teams consist of mental health professionals and/or peer support specialists;
- (3) Teams are unarmed;
- (4) Response modeled on successful programs including CAHOOTS (Eugene, OR), STAR (Denver), and similar programs nationwide.

(b) Phased Implementation

Phase	Timeline	Areas
Phase 1	Year 1	Denver metropolitan area (expansion of STAR)
Phase 2	Year 2	Other major metropolitan areas (Colorado Springs, Fort Collins, Boulder, Aurora)
Phase 3	Year 3	Mid-size cities and suburban areas
Phase 4	Year 4	Statewide coverage including rural areas

(c) Response Tiers

Tier	Situation Description	Appropriate Response
Tier 1	Mental health crisis, no weapon, no immediate danger, person willing to engage	Civilian mental health team
Tier 2	Mental health crisis, uncertain safety, history of violence, person not engaging	Co-responder team
Tier 3	Mental health crisis with weapon, immediate danger to self or others, barricade	Law enforcement primary with mental health backup on standby
Tier 4	Non-crisis mental health need, welfare check, resource request	Referral to community services, phone follow-up

(d) Dispatch Training and Protocols

- (1) All 911 dispatchers shall receive specialized training in mental health call assessment;
- (2) Standardized screening questions to determine appropriate response tier;
- (3) Protocols for routing calls to appropriate response team;
- (4) Scripts for gathering information while de-escalating caller;
- (5) Ongoing quality assurance review of dispatch decisions.

(e) Integration with 988

- (1) Colorado's 988 Suicide and Crisis Lifeline shall be integrated with 911 dispatch;
- (2) Protocols for transferring calls between systems when appropriate;
- (3) Data sharing (with privacy protections) for continuity of care;
- (4) Joint training for 988 and 911 personnel.

30.8.5 Involuntary Holds (M-1 Holds)

(a) Standards for Initiating Holds

- (1) Mental health professionals (including those on co-responder teams) may initiate 72-hour emergency mental health holds;
- (2) Law enforcement officers may transport individuals to treatment facilities but shall not initiate holds except in emergency situations when no mental health professional is available;
- (3) Holds shall be based on clinical assessment, not behavior alone;
- (4) Individuals shall be informed of their rights and the hold process.

(b) Treatment Facility Requirement

- (1) Individuals placed on involuntary holds shall be transported to treatment facilities, NOT jails;
- (2) Jails may not be used as a substitute for mental health treatment under any circumstances;
- (3) Individuals may not be held in emergency departments for more than 24 hours awaiting placement;
- (4) CESA shall ensure adequate treatment facility capacity statewide.

(c) Rights of Individuals on Holds

- (1) Individuals on holds retain all rights not specifically suspended including:
 - Right to humane treatment
 - Right to refuse certain treatments
 - Right to communicate with family and attorney
 - Right to be informed of rights and procedures;
- (2) Access to patient advocate within 24 hours;
- (3) Judicial review within 72 hours;
- (4) Right to legal representation at all hearings, with court-appointed counsel if unable to afford;
- (5) Right to contest the hold.

(d) Facility Capacity Requirements

- (1) CESA shall maintain adequate crisis stabilization bed capacity statewide;
- (2) Regional distribution to minimize transport distances;
- (3) Specialized capacity for:
 - Adolescents (separate from adults)
 - Individuals with substance use disorders
 - Individuals with medical needs
 - Individuals requiring security;
- (4) No individual shall be held in jail due to lack of mental health beds;
- (5) No individual shall be turned away from crisis facilities due to capacity if they meet hold criteria.

(e) Rural Transport Assistance

- (1) For rural areas, CESA shall provide transport assistance for individuals needing crisis services at distant facilities;
- (2) Medical transport teams trained in mental health crisis;

- (3) Telehealth contact with receiving facility during transport;
- (4) Support for family members to visit individuals placed in distant facilities.

30.8.6 Post-Crisis Follow-Up

(a) Warm Handoff Requirement

- (1) Every mental health crisis response shall include a warm handoff to ongoing services;
- (2) Warm handoff means direct connection between crisis responder and follow-up provider;
- (3) Crisis responder ensures individual has appointment scheduled and knows how to access it;
- (4) Information shared (with consent) to ensure continuity of care.

(b) 48-Hour Follow-Up

- (1) Mental health professional shall contact individual within 48 hours of crisis response;
- (2) Follow-up assesses current status, medication access, upcoming appointments, and ongoing needs;
- (3) Additional follow-up contacts as needed;
- (4) Documentation of follow-up and outcomes.

(c) Care Coordination

- (1) Connection to Care Without Fear mental health services (Section 2.12);
- (2) Assistance with insurance, enrollment, and appointment scheduling;
- (3) Referral to other services as needed (housing, employment, food assistance);
- (4) Case management for individuals with complex needs.

(d) Peer Support Offering

- (1) Individuals shall be offered peer support services from individuals with lived experience;
- (2) Peer support available for ongoing recovery support;
- (3) Connection to support groups and recovery community.

30.8.7 Data Collection and Transparency

(a) Required Reporting

All agencies shall report the following data to CESA:

- (1) Total mental health-related calls received;

- (2) Response type for each call (co-responder, civilian team, law enforcement, referral);
- (3) Outcome of each call (connection to services, transport to treatment, hospitalization, arrest, etc.);
- (4) Use of force in mental health calls reported separately;
- (5) Injuries to individuals, officers, or responders;
- (6) Demographic data (with privacy protections) including race, ethnicity, age, and gender;
- (7) Repeat contacts with same individuals.

(b) Public Dashboard

- (1) CESA shall maintain a public dashboard with mental health response data;
- (2) Dashboard updated quarterly;
- (3) Data disaggregated by region, agency, and demographic factors;
- (4) Comparison of outcomes across different response types;
- (5) Trend analysis over time.

(c) Annual Report

- (1) Annual comprehensive report on mental health crisis response statewide;
- (2) Report includes:
 - Call volumes and trends
 - Response type distribution
 - Outcome analysis
 - Disparities identification
 - Cost analysis
 - Recommendations for improvement;
- (3) Report presented to legislature and made public.

(d) Community Review

- (1) Annual community review of mental health response data in each jurisdiction;
- (2) Public meetings for community input on program performance;
- (3) Community advisory role in program improvements;
- (4) Accountability for outcomes with community involvement.

30.8.8 Prohibited Practices

(a) Prohibited Actions

Individuals in mental health crisis shall NOT be:

- (1) Arrested solely for mental health symptoms or behaviors that do not constitute crimes;
- (2) Held in jail as a substitute for mental health treatment;
- (3) Subjected to excessive force due to crisis behavior;
- (4) Restrained beyond the minimum necessary for safety;
- (5) Denied medical treatment while in custody;
- (6) Transported in restraints that are painful or dangerous;
- (7) Left unmonitored in holding cells;
- (8) Denied access to medications;
- (9) Subjected to solitary confinement;
- (10) Criminally charged for behaviors directly caused by mental illness when diversion is appropriate.

(b) Enforcement

- (1) Violations subject to:
 - Agency decertification from CESA funding
 - Individual officer discipline
 - Civil liability
 - Criminal liability for egregious violations;
- (2) Complaints investigated by CESA;
- (3) Pattern of violations triggers mandatory corrective action.

(c) Reporting Mechanism

- (1) Individuals may report violations through:
 - Colorado Services Portal
 - CESA hotline
 - Local agency internal affairs
 - Independent oversight bodies;
- (2) Anonymous reporting accepted;
- (3) No retaliation for reporting.

30.8.9 Rural Implementation

(a) Telehealth Integration

- (1) Rural areas may use telehealth for immediate mental health consultation during crisis response;
- (2) Video connection between officer/responder and mental health professional;

- (3) Mental health professional can assess, advise, and guide response remotely;
- (4) Telehealth available 24/7 statewide.

(b) Regional Teams

- (1) Multi-county co-responder and civilian response teams for rural areas;
- (2) Mobile crisis units covering large geographic areas;
- (3) Strategic positioning based on call data and population centers;
- (4) Response time goals appropriate for geographic challenges.

(c) Community Health Workers

- (1) Training for community health workers in rural areas on mental health first aid;
- (2) Community health workers serve as first point of contact for mental health concerns;
- (3) Integration with local emergency response;
- (4) Cultural competency for rural and frontier communities including agricultural workers, tribal members, and other populations.

(d) Local Resource Mapping

- (1) Each rural region shall maintain current maps of available mental health resources;
- (2) Resources include crisis beds, outpatient services, peer support, and specialty services;
- (3) Information available to responders and community members;
- (4) Updated quarterly.

30.8.10 Training and Technical Assistance

- (a)** CESA shall provide training and technical assistance to agencies implementing this section.
- (b)** Technical assistance includes: - Program design consultation - Policy development - Data system implementation - Quality improvement support - Peer learning opportunities with successful programs
- (c)** Training academies shall incorporate crisis response training into basic curriculum.

30.8.11 Coordination with Other Sections

- (a)** This section integrates with:
 - (1) Section 2.12: Comprehensive Mental Health Services - for ongoing care after crisis;
 - (2) Section 30: Community Policing Standards - for overall policing framework;
 - (3) Section 35: Rural Implementation Standards - for rural considerations;

- (4) Section 41: Technology Assistance Services - for crisis line technology;
- (5) Section 19.8: Colorado Services Portal - for reporting and resource access.

30.8.12 Budget

- (a)** Estimated annual cost: \$20-30 million
- (b)** Breakdown: - Co-responder programs: \$10-15 million - Civilian response teams: \$5-8 million - CIT training: \$2-3 million - Dispatch training and technology: \$1-2 million - Data systems and reporting: \$1-2 million - Rural implementation: \$1-2 million
- (c)** This increases Section 30 Community Policing Standards budget from \$15-25 million to \$35-55 million total.

SECTION 31: CESA CONSTITUTIONAL CORE (UPDATED)

31.1 Purpose

This section identifies the programs and provisions that constitute the Constitutional Core of CESA and establishes protection mechanisms.

31.2 Constitutional Core Definition

The Constitutional Core consists of provisions so fundamental to CESA's mission that modification requires extraordinary process. These represent the "why we exist" of CESA.

31.3 Constitutional Core Programs

The following programs constitute the Constitutional Core:

- (a) Care Without Fear Universal Healthcare** (Section 2) - Universal coverage for all Colorado residents - No denial for pre-existing conditions - Comprehensive coverage including mental health - Administrative cost cap of 5%
- (b) Life Security Program** (Section 5) - Death benefits for all enrolled families - No health questions or denials - Portability between jobs
- (c) AI Workforce Protection Framework** (Section 4) - Advance notice of AI displacement - Retraining and income support - Worker rights during transition
- (d) Comprehensive Mental Health Services** (Section 2.12) - Full parity with physical health - Crisis services statewide - Substance use treatment access
- (e) CESA Independence from Federal Systems** (Section 6) - State-level solutions independent of federal dysfunction - Economic Resilience Fund maintenance - Self-sufficiency capability

(f) Fund Integrity and Anti-Corruption (Section 17) - Transparent fund management - Corruption penalties - Independent oversight

(g) Sanctuary State Protections (Section 11) - Non-cooperation with immigration enforcement - Protection for all Colorado residents regardless of status

(h) Human Trafficking Justice Act (Section 13) - Severe penalties for traffickers - Victim support services - Enforcement priorities

31.4 Protection Mechanisms

31.4.1 Supermajority Requirement

(a) Modification of any Constitutional Core provision requires approval by 68% of members of BOTH the House and Senate.

(b) Simple majority cannot modify Constitutional Core provisions.

31.4.2 Public Notice

(a) Any proposed modification to Constitutional Core must be: (1) Published for public comment 60 days before vote (2) Subject to public hearing (3) Accompanied by impact assessment

31.4.3 CESA Board Review

(a) CESA Board shall review all proposed Constitutional Core modifications and publish recommendation.

31.5 Non-Constitutional Programs

(a) All CESA programs NOT listed in Section 31.3 may be modified by standard legislative process.

(b) This includes (but is not limited to): - Culinary Initiative (Section 28) - Global Partnership Program (Section 23) - Circular Economy (Section 29) - Container Deposit Program - Innovation Districts (Section 33) - Specific tax/fee rates (may be adjusted) - Implementation timelines (may be accelerated or extended)

(c) Non-Constitutional programs remain important but may be adjusted based on changing circumstances, budget constraints, or policy evolution.

31.6 Enterprise Fund Structure Protection

(a) The enterprise fund structure for Constitutional Core programs shall not be converted to tax-based funding except by: (1) 68% supermajority vote; OR (2) Court order requiring TABOR compliance

(b) This protection ensures CESA can operate without requiring repeated voter approval for core programs.

SECTION 32: STRATEGIC FORESIGHT OFFICE

32.1 Purpose

This Section establishes an early warning and future planning function to help Colorado anticipate and prepare for emerging challenges and opportunities.

32.2 Establishment

There is hereby established the **Colorado Strategic Foresight Office** within CESA.

32.3 Functions

(a) Trend Monitoring: - Track emerging technologies - Monitor economic shifts - Identify demographic changes - Assess climate and environmental trends - Watch geopolitical developments affecting Colorado

(b) Early Warning: - Alert CESA and Legislature to emerging challenges - Identify potential impacts on CESA programs - Recommend proactive responses

(c) Scenario Planning: - Develop multiple future scenarios - Test CESA programs against scenarios - Identify vulnerabilities and opportunities

(d) Research Coordination: - Partner with Colorado universities - Commission targeted research - Synthesize external research findings

32.4 Annual Colorado Futures Report

(a) Content: - Assessment of 5-10 year trends - Emerging challenges and opportunities - Potential impacts on CESA programs - Recommended actions - Scenarios for Colorado's future

(b) Process: - Public input solicited - Expert review panel - Legislative briefing - Public release and discussion

(c) Timeline: - Draft completed by October 1 - Public comment through November 15 - Final report by December 15 - Legislative briefing in January

32.5 Priority Focus Areas

Initial focus areas (subject to evolution):

(a) Technology: - AI and automation advancement - Biotechnology and healthcare - Energy technology - Transportation evolution

(b) Economy: - Industry shifts - Workforce changes - Housing markets - Business climate

(c) Demographics: - Population growth/migration - Aging population - Urbanization patterns - Diversity trends

(d) Environment: - Climate change impacts - Water resources - Natural disasters - Air quality

(e) Governance: - Federal policy changes - Interstate relations - International developments - Democratic institutions

32.6 Staffing

- Director (appointed by CESA Director)
- 3-5 research analysts
- Administrative support
- Fellow/intern positions

32.7 Budget

Estimated Annual Cost: \$2-3 million

SECTION 33: COLORADO INNOVATION DISTRICTS

33.1 Purpose

This Section establishes designated Innovation Districts across Colorado, creating hubs for industry-specific innovation, entrepreneurship, and economic development.

33.2 Designated Innovation Districts

District 1: Denver Tech Center Innovation District

Location: Denver Tech Center and surrounding area

Focus: Technology, software, cybersecurity, fintech

Anchor Institutions: Tech companies, CU Denver, community colleges

Special Features: - Startup accelerators - Corporate innovation labs - Tech talent pipeline programs - Cybersecurity center of excellence

District 2: Eastern Plains AI Valley

Location: Eastern Colorado, centered near existing spaceport development area

Focus: Artificial intelligence, data centers, aerospace technology

Anchor Institutions: Aerospace companies, research facilities

Special Features: - AI research campus - Data center campus (renewable powered) - Aerospace integration - Rural tech employment hub

District 3: Boulder Creative Arts District

Location: Boulder

Focus: Creative industries, digital media, gaming, entertainment technology

Anchor Institutions: CU Boulder, National Center for Atmospheric Research

Special Features: - Digital arts studios - Gaming development hub - Climate technology innovation - Outdoor industry design center

District 4: Colorado Springs Aerospace District

Location: Colorado Springs

Focus: Aerospace, defense technology, space systems

Anchor Institutions: Air Force Academy, Space Command, defense contractors

Special Features: - Space technology incubator - Defense innovation hub - Veteran entrepreneur programs - Cybersecurity training center

District 5: Fort Collins Clean Energy District

Location: Fort Collins

Focus: Clean energy, sustainability, environmental technology

Anchor Institutions: CSU, National Renewable Energy Laboratory (nearby)

Special Features: - Clean tech accelerator - Sustainability innovation lab - Agricultural technology center - Energy storage research

District 6: Mountain Outdoor Industry District

Location: Summit County/Eagle County corridor

Focus: Outdoor recreation, sustainable tourism, mountain technology

Anchor Institutions: Outdoor industry companies, resort operators

Special Features: - Outdoor gear innovation lab - Sustainable tourism center - Mountain safety technology - Recreation technology testing

District 7: Aurora Bioscience District

Location: Aurora, Fitzsimons campus

Focus: Biotechnology, medical devices, pharmaceutical research

Anchor Institutions: CU Anschutz Medical Campus, Children's Hospital

Special Features: - Medical device incubator - Clinical trial coordination - Biotech manufacturing - Healthcare AI applications

District 8: Eastern Plains Agricultural Innovation District

Location: Eastern Colorado agricultural region

Focus: Agricultural technology, food science, rural innovation

Anchor Institutions: CSU extension, agricultural cooperatives

Special Features: - Precision agriculture center - Food processing innovation - Drought resilience research - Rural broadband hub

33.3 District Benefits

All Innovation Districts receive:

(a) Tax Benefits: - 50% reduction in state business taxes for qualified businesses (first 5 years) - No state sales tax on equipment purchases - Property tax abatement (with local approval)

(b) Infrastructure: - Priority for state infrastructure investment - High-speed broadband - Transportation improvements - Utilities upgrades

(c) Workforce: - Customized training programs - Talent attraction marketing - Housing assistance for workers - Childcare support

(d) Support Services: - Dedicated Colorado Business Success Team liaison - Expedited permitting - Regulatory navigation assistance - Grant application support

33.4 Young Innovator Integration

Each Innovation District shall include: - Young Innovator Program hub (Section 20.5) - Free incubator space for young entrepreneurs - Mentorship matching - Student internship coordination

33.5 Governance

(a) District Advisory Boards: - Local stakeholders - Industry representatives - Community members - Academic partners - CESA representative

(b) Coordination: - CESA Innovation Districts Director - Quarterly coordination meetings - Annual summit of all districts - Shared best practices

33.6 Performance Metrics

Metric	Year 3 Target	Year 5 Target
New businesses	50 per district	150 per district
Jobs created	500 per district	2,000 per district
Investment attracted	\$50M per district	\$200M per district
Patents filed	25 per district	100 per district

33.7 Budget

Estimated Annual Cost: \$75-100 million

Includes: - Tax expenditures: \$40-50 million - Infrastructure investment: \$20-30 million - Program operations: \$15-20 million

SECTION 34: COLORADO DIGITAL LIKENESS PROTECTION ACT

34.1 Purpose and Legislative Intent

(a) The General Assembly finds and declares that:

- (1) In the digital age, every individual's image, voice, and likeness can be captured, stored, manipulated, and distributed with unprecedented ease;
- (2) Advances in artificial intelligence have made it possible to create realistic "deepfakes" that depict individuals saying or doing things they never did;
- (3) Non-consensual intimate imagery ("revenge porn") continues to cause severe harm to victims;
- (4) Unauthorized commercial exploitation of individuals' likenesses deprives them of economic value and autonomy;
- (5) Existing laws are inadequate to protect individuals from these emerging digital threats;
- (6) Colorado residents have a fundamental right to control their own image, voice, and likeness in digital form;
- (7) Platforms that host and distribute digital content have a responsibility to respond to legitimate complaints;
- (8) The State has an interest in protecting residents from exploitation and ensuring accessible remedies for all.

(b) The purpose of this section is to establish clear rights, accessible remedies, and platform accountability for digital likeness protection.

34.2 Definitions

For purposes of this section:

(1) "Digital Likeness" means any digital representation depicting or purporting to depict an identifiable person, including photographs, videos, audio recordings, biometric data, AI-generated or AI-manipulated content, avatars based on real persons, and any combination thereof.

(2) "Unauthorized Use" means the use, distribution, manipulation, or monetization of a digital likeness without express consent, beyond the scope of consent, or after consent withdrawal.

(3) “Deepfake” means synthetic media created using AI in which a person’s likeness is replaced with another’s, a person is depicted doing something they did not do, or existing media is substantially altered.

(4) “Digital Identity Theft” means unauthorized appropriation of a digital likeness for fraud, impersonation, harassment, defamation, or commercial exploitation.

(5) “Platform” means any website, application, or digital service that hosts, transmits, or displays content and operates within Colorado or serves Colorado residents.

(6) “Intimate Imagery” means any image or video depicting nudity, sexual activity, or exposure of intimate body parts.

(7) “Minor” means any individual under age 18.

34.3 Rights Established

Every Colorado resident shall have:

(a) Right to Ownership: Exclusive right to authorize use, distribution, or modification of their digital likeness.

(b) Right to Discovery: Right to know where and how their digital likeness is being used online.

(c) Right to Removal: Right to request removal of unauthorized digital likeness from any platform.

(d) Right to Remedy: Right to seek and obtain remedies for unauthorized use.

(e) Right to Assistance: Right to free state assistance in identifying, reporting, and resolving violations.

34.4 Prohibited Acts

The following constitute violations:

(a) Using or distributing a digital likeness without express consent;

(b) Creating deepfakes without consent;

(c) Commercially exploiting a likeness without consent and compensation;

(d) Distributing intimate imagery without consent;

(e) Using a likeness for fraud, identity theft, or impersonation;

(f) Training AI on a likeness without consent for commercial purposes;

(g) Refusing to remove unauthorized content within required timeframes;

(h) Threatening distribution as extortion or harassment.

34.5 Exemptions

This section does not apply to:

- (a) Legitimate news reporting and journalism in the public interest;
- (b) Bona fide educational use and academic research;
- (c) Satire and parody clearly identified as such (not constituting harassment);
- (d) Law enforcement in legitimate investigations;
- (e) Public figures in their official capacity for political commentary;
- (f) Personal, non-commercial sharing among family and friends (not intimate imagery).

34.6 Digital Likeness Protection Office (DLPO)

34.6.1 Establishment

There is established within CESA the Digital Likeness Protection Office (DLPO) as the primary agency for complaints, assistance, and enforcement.

34.6.2 Duties

The DLPO shall:

- (a) Receive and process complaints from Colorado residents;
- (b) Provide free assistance in identifying unauthorized use and filing complaints;
- (c) Issue removal demands to platforms;
- (d) Determine remedies on a case-by-case basis;
- (e) Maintain public registries of non-compliant platforms and repeat offenders;
- (f) Develop educational resources;
- (g) Update protocols as technology evolves;
- (h) Coordinate with law enforcement when criminal activity is involved;
- (i) Publish annual reports on complaints, outcomes, and emerging threats.

34.7 Complaint Process

34.7.1 Filing

Complaints may be filed through Colorado Services Portal, phone, mail, or in person. Anonymous complaints accepted for safety reasons.

34.7.2 Review

Initial review within 72 hours. Expedited handling for minors, intimate imagery, and threats. Valid complaints assigned to case manager.

34.7.3 Resolution

DLPO authorized to determine appropriate remedies case-by-case including removal demands, damages, penalties, and law enforcement referral.

34.8 Remedies and Enforcement

34.8.1 Removal Orders

Platforms must remove content within: - **24 hours** for urgent requests (minors, intimate imagery, threats) - **7 days** for standard requests

34.8.2 Penalties

Violator	First Violation	Subsequent
Individuals	Up to \$10,000	Up to \$25,000
Commercial entities	Up to \$100,000	Up to \$250,000
Platforms (non-compliance)	Up to \$50,000/day	Up to \$100,000/day

34.8.3 Enhanced Penalties

Violations involving minors, intimate imagery, or systematic exploitation: up to 3x standard penalties.

34.8.4 Damages

Complainants may recover actual damages, profits from unauthorized use, statutory damages up to \$25,000 for willful violations, and attorney fees.

34.9 Platform Responsibilities

- (a)** Maintain designated contact for DLPO requests;
- (b)** Respond within 24 hours (urgent) or 48 hours (standard);
- (c)** Remove within required timeframes;
- (d)** Report compliance efforts upon request;
- (e)** Provide user education on digital likeness rights.

34.10 Fluid Implementation Authority

The DLPO may update procedures, protocols, and standards as technology evolves without requiring legislative action. Annual reviews with public input.

34.11 Budget

Estimated annual cost: \$5-10 million

SECTION 35: COLORADO RURAL IMPLEMENTATION STANDARDS

35.1 Purpose

This section ensures all CESA programs effectively reach rural and frontier communities with tailored approaches recognizing unique geographic challenges.

35.2 Definitions

- (a) “Rural Area”** - Population density fewer than 100 persons per square mile.
- (b) “Frontier Area”** - Population density fewer than 6 persons per square mile.
- (c) “Underserved Community”** - Community lacking adequate healthcare, social services, or economic opportunities.
- (d) “Agricultural Worker”** - Any individual employed in agriculture regardless of classification or immigration status.

35.3 Mobile CESA Offices

35.3.1 Establishment

Fleet of fully-equipped mobile offices providing complete CESA services. Minimum 10 units by Year 2.

35.3.2 Capabilities

Mobile offices provide: - Care Without Fear enrollment - Life Security enrollment and claims - Benefits Card issuance - AI displacement claims - Mental health referrals - Digital likeness complaint filing - All CESA services - Private consultation space - Full technology access - Accessibility features

35.3.3 Coverage

Every rural and frontier county visited at least monthly. Increased frequency based on population and demand. Schedules published 90 days in advance.

35.4 Telehealth Requirements

- (a)** All telehealth providers must accept rural patients without discrimination;
- (b)** Equipment assistance (tablets, hotspots) for residents lacking technology;

- (c) Community Telehealth Hubs in libraries, community centers, senior centers;
- (d) Telehealth ensures rural access to specialists including mental health;
- (e) Telehealth reimbursement equal to in-person services.

35.5 Broadband Expansion

- (a) CESA Broadband Fund - minimum \$20 million annually;
- (b) Priority for frontier areas and communities below 25 Mbps;
- (c) Goal: 100/20 Mbps for all residents by Year 5;
- (d) All CESA services designed to function on 10 Mbps connections.

35.6 Transportation Assistance

- (a) Medical transportation funded for rural residents;
- (b) Mileage reimbursement for travel over 30 miles to CESA services;
- (c) Regional transportation networks connecting rural areas to service hubs.

35.7 Regional Service Hubs

Minimum 15 Regional Service Hubs by Year 3 providing: - Full CESA enrollment and services - Healthcare navigation - Mental health services - Job training and placement - Small business support - Legal assistance - Technology access

35.8 Agricultural Worker Protections

- (a) Full CESA coverage regardless of employment type or immigration status;
- (b) Seasonal accommodations for agricultural work patterns;
- (c) Workplace access for CESA outreach workers;
- (d) All materials available in Spanish and other common languages.

35.9 Rural Healthcare Access

- (a) Enhanced reimbursement (125%) for providers serving rural areas;
- (b) Enhanced loan forgiveness for rural practice;
- (c) Expanded scope of practice for nurse practitioners and PAs;
- (d) Funding for rural emergency services including volunteer EMS.

35.10 Community Health Workers

- (a) Community Health Worker program providing health education, enrollment assistance, service connection;
- (b) Standardized training and certification;
- (c) Living wage compensation.

35.11 Rural Advisory Council

Council with regional representatives, agricultural community, healthcare providers, tribal representatives, small business owners, and local government to advise CESA on rural implementation.

35.12 Budget

Estimated annual cost: \$50-75 million

SECTION 36: COLORADANS WITH DISABILITIES ACT

36.1 Purpose

This section establishes comprehensive disability rights exceeding federal ADA requirements, ensuring Coloradans with disabilities have full access to all aspects of life.

36.2 Definitions

- (a) **“Disability”** - Any physical, mental, intellectual, developmental, or sensory condition substantially limiting major life activities, with history of limitation, or perceived as having limitation. Interpreted broadly.
- (b) **“Reasonable Accommodation”** - Modifications to policies, practices, or environments enabling full participation.
- (c) **“Undue Hardship”** - Significant difficulty or expense relative to overall size and resources. Interpreted narrowly.

36.3 Rights Established

All Coloradans with disabilities have the right to:

- (a) Full and equal access to all CESA programs;
- (b) Employment without discrimination with reasonable accommodations;
- (c) Accessible housing in all price ranges;

- (d) Accessible transportation;
- (e) Communication access including sign language and accessible formats;
- (f) Education and training opportunities;
- (g) Participation in civic and community life;
- (h) Independent living with appropriate supports;
- (i) Healthcare addressing disability-specific needs.

36.4 Employment Protections

36.4.1 Non-Discrimination

No employer shall discriminate in hiring, firing, promotion, compensation, benefits, assignments, or training.

36.4.2 Accommodations

Employers shall provide reasonable accommodations unless undue hardship demonstrated based on overall resources, not individual department.

36.4.3 Employment Accommodations Fund

Fund providing: - Grants to employers for accommodation costs - Technical assistance - Equipment loans - Support for job coaches - Priority for small businesses

36.5 Accessible Housing

- (a) All new multi-family housing (4+ units) shall be accessible or adaptable;
- (b) Accessible Housing Fund for home modifications;
- (c) Visitability standards for new state-assisted homes;
- (d) Enhanced penalties for housing discrimination.

36.6 Transportation

- (a) All public transportation fully accessible;
- (b) Paratransit in all fixed-route areas;
- (c) Transportation assistance in areas without transit;
- (d) Accessible ride-sharing options required.

36.7 Communication Access

- (a) Sign language interpreter network for state services and healthcare;
- (b) All CESA documents in accessible formats (large print, Braille, audio, electronic);

- (c) WCAG 2.1 AA compliance for all state websites;
- (d) Telecommunications relay services and equipment assistance.

36.8 Service Animals

- (a) Service animals permitted in all public places without documentation requirement;
- (b) Emotional support animals protected in housing;
- (c) Enhanced penalties for service animal interference.

36.9 Disability Advisory Council

Council composed of individuals with disabilities representing diverse disability types to advise CESA, review accessibility, and recommend improvements.

36.10 State Disability Coordinator

Coordinator within CESA overseeing implementation, cross-agency coordination, complaints, and training.

36.11 Enforcement

- (a) Complaints filed with CESA; investigation within 60 days;
- (b) Remedies: mandatory accommodations, compensatory damages, \$25,000 civil penalties, injunctive relief;
- (c) Enhanced penalties for pattern and practice violations.

36.12 Budget

Estimated annual cost: \$75-100 million

SECTION 37: COLORADO CLIMATE RESILIENCE ACT

37.1 Purpose

This section establishes comprehensive climate adaptation programs protecting Colorado from wildfires, drought, floods, and extreme weather.

37.2 Climate Resilience Fund

37.2.1 Establishment and Funding

Fund supported by: - CESA general fund allocation - Carbon fees on large emitters (>25,000 tons CO2/year) - Federal climate grants (when available without restrictions) - Insurance mitigation credits

37.2.2 Uses

Supports wildfire prevention, drought mitigation, flood control, infrastructure hardening, community adaptation, and emergency response.

37.3 Wildfire Resilience

37.3.1 Prevention

- (a)** Enhanced forest management including controlled burns;
- (b)** Defensible space requirements in wildland-urban interface;
- (c)** Financial assistance for homeowners;
- (d)** Community wildfire protection plans required.

37.3.2 Drone Monitoring Program

- (a)** Real-time fire detection with thermal imaging;
- (b)** Fire behavior monitoring and prediction;
- (c)** Search and rescue support;
- (d)** Post-fire monitoring;
- (e)** Coordination with Colorado Shield;
- (f)** Privacy protections - no individual surveillance.

37.3.3 Response

- (a)** Colorado Shield wildfire response training;
- (b)** Mutual aid with neighboring states;
- (c)** Air tanker and helicopter fleet;
- (d)** Evacuation planning for at-risk communities.

37.4 Drought Resilience

- (a)** Water banking programs;
- (b)** Conservation incentives;

- (c) Agricultural support including crop insurance subsidies;
- (d) Municipal drought contingency plans required.

37.5 Flood Mitigation

- (a) Enhanced floodplain regulations;
- (b) Green infrastructure incentives;
- (c) Property buyout program for high-risk zones;
- (d) Stormwater detention requirements.

37.6 Infrastructure Hardening

- (a) Climate resilience plans for critical infrastructure;
- (b) Electric grid hardening;
- (c) Climate-resilient transportation standards;
- (d) Enhanced building codes.

37.7 Climate Refugee Assistance

- (a) Colorado residents displaced by climate disasters receive temporary housing, employment assistance, Care Without Fear continuation, Life Security protection;
- (b) Welcome policy for out-of-state climate refugees with streamlined residency.

37.8 Early Warning Systems

Statewide early warning for wildfires, floods, severe weather with mobile alerts, multilingual support, and special provisions for vulnerable populations.

37.9 Climate Resilience Advisory Council

Council with scientists, emergency managers, community representatives, agricultural representatives, water managers, and tribal representatives advising CESA.

37.10 Annual Report

Annual Climate Resilience Report assessing risks, program outcomes, recommendations, and long-term projections.

37.11 Budget

Estimated annual cost: \$100-150 million (not including Climate Research Protection)

(Section 37.12 Climate Research Protection follows with additional \$13-27 million annually)

SECTION 37.12: COLORADO CLIMATE RESEARCH PROTECTION

37.12.1 Legislative Finding and Purpose

(a) The General Assembly finds that:

- (1) Colorado is home to world-renowned climate, atmospheric, and Earth systems research institutions including the National Center for Atmospheric Research (NCAR) in Boulder, NOAA laboratories, the Cooperative Institute for Research in Environmental Sciences (CIRES), and the Cooperative Institute for Research in the Atmosphere (CIRA);
- (2) These institutions provide critical research on weather forecasting, wildfire behavior, drought prediction, air quality, flood risk, and severe weather events that directly protect Colorado lives and property;
- (3) Federal funding cuts and political interference threaten the continued operation of these vital research facilities;
- (4) The loss of these research capabilities would harm public safety, weaken Colorado's economy, and cede scientific leadership to foreign adversaries;
- (5) Climate change is real and its impacts—including increased wildfires, drought, and extreme weather—are already affecting Colorado;
- (6) Colorado has a compelling state interest in maintaining climate and atmospheric research capabilities regardless of federal policy;
- (7) Scientific research should be guided by evidence and the pursuit of knowledge, not political ideology.

(b) The purpose of this section is to establish state protections for climate and atmospheric research in Colorado, ensuring these critical capabilities continue regardless of federal policy changes.

37.12.2 Colorado Climate Research Sanctuary

(a) Declaration

Colorado hereby declares itself a Climate Research Sanctuary State. The State of Colorado shall take all lawful actions to protect, preserve, and support climate and atmospheric research conducted within its borders.

(b) Non-Cooperation with Research Dismantlement

- (1) No state agency, state employee, or state contractor shall assist federal efforts to dismantle, close, or relocate climate research facilities in Colorado for political rather than scientific reasons;
- (2) State resources shall not be used to facilitate the closure of research facilities based on political objections to their findings;

- (3) This provision does not prevent lawful cooperation with legitimate federal oversight or prevent federal agencies from exercising lawful authority over federal facilities.

37.12.3 Colorado Climate Research Continuity Fund

(a) Establishment

There is hereby established within CESA the Colorado Climate Research Continuity Fund to ensure critical climate and atmospheric research can continue if federal funding is withdrawn.

(b) Funding Sources

The Fund shall be supported by:

- (1) Appropriations from the Colorado Economic Security Fund;
- (2) Grants from foundations and private donors;
- (3) Partnerships with other states;
- (4) University contributions;
- (5) Revenue from intellectual property developed with Fund support.

(c) Eligible Uses

Fund resources may be used for:

- (1) **Bridge Funding:** Temporary support for researchers and research programs facing federal funding cuts, allowing time to secure alternative funding;
- (2) **Facility Support:** Maintaining research facilities, equipment, and infrastructure;
- (3) **Personnel Retention:** Salaries and benefits for researchers facing layoffs due to federal cuts;
- (4) **Data Preservation:** Ensuring research data, models, and institutional knowledge are preserved;
- (5) **Research Continuation:** Direct support for continuation of critical research programs;
- (6) **Relocation Assistance:** Helping researchers displaced by federal actions relocate within Colorado.

(d) Initial Appropriation

The Fund shall receive an initial appropriation of \$25 million from the Economic Resilience Fund, with annual appropriations of \$10-20 million thereafter as needed.

37.12.4 Colorado Climate Research Institute

(a) Establishment

If federal climate research facilities in Colorado are closed or significantly reduced, CESA shall work with Colorado universities to establish the Colorado Climate Research Institute to continue essential research functions.

(b) Partnership Structure

The Institute shall be a partnership between:

- (1) University of Colorado system;
- (2) Colorado State University;
- (3) Colorado School of Mines;
- (4) Other Colorado institutions as appropriate;
- (5) CESA (providing funding and coordination).

(c) Research Priorities

The Institute shall prioritize research directly relevant to Colorado including:

- (1) Wildfire behavior, prediction, and smoke forecasting;
- (2) Drought monitoring and water resource modeling;
- (3) Severe weather prediction (tornadoes, hail, flash floods);
- (4) Air quality monitoring and forecasting;
- (5) Climate impacts on agriculture;
- (6) Mountain snowpack and water supply;
- (7) Extreme heat and public health.

(d) Federal Researcher Recruitment

The Institute shall actively recruit researchers displaced from federal facilities, offering:

- (1) Competitive salaries funded by the Climate Research Continuity Fund;
- (2) Research support and laboratory access;
- (3) Continuation of ongoing research programs where possible;
- (4) Relocation assistance.

37.12.5 Research Data Protection

(a) Data Preservation

- (1) CESA shall work with research institutions to ensure climate and atmospheric research data collected in Colorado is preserved and accessible regardless of federal actions;
- (2) Colorado shall maintain backup copies of critical datasets;
- (3) Data shall be preserved in formats accessible to future researchers.

(b) Data Access

- (1) Research data generated with state support shall be publicly accessible consistent with scientific norms;
- (2) No political litmus tests or ideological restrictions shall be placed on data access;
- (3) Data shall be available to all researchers regardless of their conclusions.

(c) Prohibition on Data Destruction

It shall be unlawful to destroy, alter, or suppress climate research data collected in Colorado for political reasons. Violations subject to penalties under Section 17 (Fund Integrity and Anti-Corruption).

37.12.6 Researcher Protections

(a) Academic Freedom

- (1) Climate researchers in Colorado shall have full academic freedom to pursue research, publish findings, and communicate with the public;
- (2) No state agency shall retaliate against researchers for their scientific findings;
- (3) Researchers shall not be required to alter findings for political purposes.

(b) Whistleblower Protection

- (1) Researchers who report political interference in scientific research shall be protected under Section 24 (Whistleblower Protection Act);
- (2) Protected disclosures include:
 - Suppression or alteration of research findings
 - Retaliation against researchers for conclusions
 - Destruction of research data
 - Political interference in peer review
 - Misrepresentation of scientific consensus

(c) Employment Protection

Researchers employed at state universities or state-supported institutions shall not be terminated for:

- (1) Conducting legitimate climate research;
- (2) Publishing peer-reviewed findings;
- (3) Communicating scientific findings to the public;
- (4) Testifying truthfully before legislative bodies.

37.12.7 Interstate Climate Research Compact

(a) Authorization

The Governor is authorized to enter into interstate compacts with other states to:

- (1) Share climate research capabilities and data;
- (2) Jointly fund research programs;
- (3) Coordinate responses to federal research cuts;
- (4) Pool resources for major research infrastructure;
- (5) Recruit displaced federal researchers.

(b) Compact Priorities

Priority partners include:

- (1) Western states sharing climate challenges (drought, wildfire);
- (2) States with major research universities;
- (3) States committed to science-based climate policy;
- (4) States with complementary research capabilities.

37.12.8 Climate Research Coordination with CESA Programs

(a) Integration with Colorado Shield

Research on wildfire behavior, extreme weather, and disaster prediction shall be coordinated with Colorado Shield for emergency response planning.

(b) Integration with Climate Resilience Programs

Research findings shall directly inform:

- (1) Wildfire prevention and response (Section 37.3);
- (2) Drought planning (Section 37.4);
- (3) Flood mitigation (Section 37.5);

- (4) Infrastructure hardening (Section 37.6);
- (5) Early warning systems (Section 37.8).

(c) Strategic Foresight Integration

The Strategic Foresight Office (Section 32) shall incorporate climate research into long-term planning for Colorado.

37.12.9 Public Communication

(a) Climate Science Communication

CESA shall support public communication of climate science including:

- (1) Plain-language explanations of research findings;
- (2) Information on climate impacts specific to Colorado;
- (3) Resources for schools and educators;
- (4) Community presentations by researchers.

(b) Counter-Misinformation

CESA may provide accurate scientific information to counter climate misinformation without engaging in political advocacy.

37.12.10 Annual Climate Science Report

(a) Report Requirement

CESA shall publish an annual report on the state of climate science in Colorado including:

- (1) Status of research institutions;
- (2) Key research findings relevant to Colorado;
- (3) Impacts of federal policy on Colorado research;
- (4) Actions taken under this section;
- (5) Recommendations for continued support.

(b) Public Presentation

The report shall be presented at a public forum with opportunity for questions.

37.12.11 Budget

Estimated costs: - Climate Research Continuity Fund: \$25 million (initial), \$10-20 million (annual) - Data preservation and infrastructure: \$2-5 million (annual) - Coordination and administration: \$1-2 million (annual)

Total: \$13-27 million annually after initial appropriation

(Note: Costs depend heavily on extent of federal research cuts. If federal funding continues, costs would be minimal. If federal facilities close, costs could be higher.)

37.12.12 Severability

If any provision of this section is found unlawful, remaining provisions continue in effect.

SECTION 38: COLORADO DATA PRIVACY ACT

38.1 Purpose

This section establishes comprehensive data privacy protections ensuring individuals control their personal data and are protected from unauthorized collection, use, and sale.

38.2 Definitions

- (a) “Personal Data”** - Information identifying or reasonably usable to identify an individual: name, address, email, phone, SSN, financial information, health information, biometric data, location data, browsing history, purchasing history.
- (b) “Sensitive Personal Data”** - Data revealing racial/ethnic origin, religious beliefs, health diagnosis, sexual orientation, citizenship/immigration status, genetic/biometric data, precise geolocation, children’s data.
- (c) “Controller”** - Entity determining purposes and means of processing personal data.
- (d) “Processor”** - Entity processing data on behalf of controller.
- (e) “Sale”** - Exchange of personal data for monetary or other valuable consideration.

38.3 Data Rights

Every Colorado resident has:

- (a) Right to Know** - What data is collected, sources, purposes, third parties;
- (b) Right to Access** - Their personal data held by any controller;
- (c) Right to Correction** - Correct inaccurate data;
- (d) Right to Deletion** - Request deletion (subject to limited exceptions);
- (e) Right to Portability** - Obtain data in portable format;
- (f) Right to Opt-Out** - Opt out of sale, targeted advertising, profiling;
- (g) Right to Non-Discrimination** - No discrimination for exercising privacy rights.

38.4 Controller Obligations

38.4.1 Data Minimization

Collect only data adequate, relevant, and reasonably necessary.

38.4.2 Purpose Limitation

Use only for disclosed purposes unless additional consent obtained.

38.4.3 Security

Implement reasonable security measures.

38.4.4 Consent

Sensitive data requires explicit opt-in consent. Consent must be freely given, specific, informed, unambiguous. Withdrawal permitted at any time.

38.5 Data Sale

- (a) No sale without explicit opt-in consent;
- (b) “Do Not Sell” requests honored within 15 days;
- (c) Sale practices disclosed prominently.

38.6 Data Breach Notification

- (a) Notification to affected individuals within 72 hours;
- (b) Notification to CESA for 500+ affected residents;
- (c) Penalty: \$100/individual/day of delay.

38.7 Children’s Data Protection

- (a) Under 13: verifiable parental consent required;
- (b) 13-17: clear notice and opt-out opportunity;
- (c) Sale of children’s data prohibited;
- (d) Targeted advertising to children prohibited.

38.8 AI Training Data

- (a) Use for AI training requires explicit consent;
- (b) Right to know if data used for AI training;
- (c) Right to opt out;

(d) Non-consent trained AI may not be deployed in Colorado.

38.9 Algorithmic Transparency

- (a)** Disclosure required for automated decision-making affecting individuals;
- (b)** Right to explanation of automated decisions;
- (c)** Right to human review.

38.10 Enforcement

- (a)** CESA Data Privacy Office enforcement;
- (b)** Penalties: - First violation: warning + 30-day cure - Subsequent: up to \$20,000/violation - Willful: up to \$50,000/violation - Pattern: up to \$500,000;
- (c)** Private right of action for actual damages;
- (d)** Attorney General authority.

38.11 Exemptions

HIPAA-covered health information, GLBA financial data, law enforcement data, public health/safety data, nonprofit data exclusively for nonprofit purposes.

38.12 Budget

Estimated annual cost: \$10-15 million

SECTION 39: COLORADO WORKER CLASSIFICATION PROTECTION ACT

39.1 Purpose

This section establishes clear employee vs. contractor criteria, protects workers from misclassification, and ensures all workers receive CESA protections.

39.2 ABC Test

A worker is an employee unless the hiring entity proves ALL THREE:

- (A)** Worker is free from control and direction in performing work, both under contract and in fact;
- (B)** Work is outside the usual course of the hiring entity's business;
- (C)** Worker is customarily engaged in an independently established trade of the same nature.

Failure to prove any element results in employee classification.

39.3 Presumption

- (a) Rebuttable presumption that any worker performing services for compensation is an employee;
- (b) Burden of proof on hiring entity;
- (c) Contractual designations do not determine status.

39.4 Prohibited Practices

- (a) Classifying as contractor when ABC test not satisfied;
- (b) Requiring business entity formation;
- (c) Using staffing arrangements to avoid obligations;
- (d) Retaliation against workers asserting rights;
- (e) Requiring waiver of classification protections.

39.5 Gig Worker Protections

Regardless of classification, gig workers entitled to: - Care Without Fear - Life Security eligibility - AI displacement protections - Occupational safety - Anti-discrimination protections - Portable benefits across multiple entities - Earnings transparency from app-based platforms

39.6 Penalties

Violation	First	Subsequent
Per misclassified worker	\$5,000	\$15,000
Willful	\$25,000	\$50,000
Pattern and practice	\$100,000	\$250,000

Worker remedies: back pay, back benefits, interest, attorney fees, liquidated damages for willful violations.

39.7 Joint Liability

All entities in hiring chain jointly and severally liable.

39.8 Complaint Process

CESA investigation within 60 days. Anonymous complaints accepted. CESA may initiate investigations based on patterns.

39.9 Independent Contractor Protections

- (a) Clear written contracts required;
- (b) Payment within 30 days;

- (c) Small claims access for disputes.

39.10 Safe Harbor

Certification through CESA review provides defense against penalties for good faith compliance.

39.11 Budget

Estimated annual cost: \$5-10 million

SECTION 40: COLORADO CHILDCARE FOR ALL ACT

40.1 Purpose

This section establishes universal access to affordable, high-quality childcare for all Colorado families.

40.2 Eligibility

- (a) All Colorado children birth through age 12;
- (b) No work requirement;
- (c) No income exclusion.

40.3 Cost Structure

Sliding Scale

Household Income (% CCLS)	Maximum Family Cost
Below 100%	Free
100-200%	3% of income
200-300%	5% of income
300-400%	7% of income
Above 400%	10% of income (capped)

No family pays more than 10% regardless of number of children. No cliff effects.

40.4 Provider Quality Standards

40.4.1 Licensing

All participating providers licensed. Family childcare homes included. License-exempt relatives with basic training.

40.4.2 Ratios

Age Group	Maximum Ratio
Infants (0-18 months)	1:3
Toddlers (18 months-3 years)	1:4
Preschool (3-5 years)	1:8
School age (5-12)	1:10

40.4.3 Qualifications

- Lead teachers: Associate degree or CDA
- Assistants: High school + training
- Directors: Bachelor's preferred

40.4.4 Curriculum

Developmentally appropriate, play-based, social-emotional focus, kindergarten readiness.

40.4.5 Quality Rating

1-5 star rating based on licensing compliance, qualifications, environment, family engagement, outcomes.

40.5 Provider Reimbursement

- (a) Rates at 75th percentile, rising to 85th by Year 5;
- (b) Payment within 14 days;
- (c) Quality bonuses 10-20% for 4-5 star;
- (d) Rural supplement 15%.

40.6 Workforce Development

40.6.1 Compensation

- Lead teachers: minimum 80% of entry-level K-12 salary
- Assistants: minimum 60%
- Benefits: Care Without Fear, retirement, PTO, professional development

40.6.2 Education

Scholarships, apprenticeships, \$50,000 loan forgiveness for 5+ years.

40.7 Employer Partnerships

Tax benefits for employer contributions, workplace childcare support, backup care networks.

40.8 Before/After School and Summer

Available at all public schools: homework help, enrichment, physical activity, healthy meals, field trips.

40.9 Special Needs Inclusion

- (a) All providers serve children with disabilities;
- (b) Inclusion support specialists;
- (c) Enhanced reimbursement for high support needs;
- (d) Training on inclusion;
- (e) Coordination with early intervention.

40.10 Access and Equity

- (a) Geographic access in all communities;
- (b) Non-traditional hours support;
- (c) Language access;
- (d) Cultural responsiveness training.

40.11 Budget

Estimated annual cost: \$500-750 million

SECTION 41: COLORADO TECHNOLOGY ASSISTANCE SERVICES

41.1 Purpose and Legislative Intent

- (a) The General Assembly finds that:
 - (1) Technology should make government services more accessible, not less;
 - (2) Many Coloradans struggle to navigate complex government programs and find resources;
 - (3) Artificial intelligence can help connect people to services while maintaining human connection;
 - (4) No Coloradan should struggle to access services due to lack of technology or digital literacy;
 - (5) Technology should supplement, not replace, human assistance.

(b) This section establishes technology assistance ensuring no Coloradan struggles to find or access CESA resources.

41.2 AI-Powered Resource Navigator

41.2.1 Establishment

CESA shall provide an AI-powered Resource Navigator available 24/7/365 through: - Colorado Services Portal - Mobile app - Phone (voice) - Text message

41.2.2 Capabilities

The Navigator shall:

- (a)** Answer questions about all CESA programs in natural language;
- (b)** Check eligibility for programs;
- (c)** Explain benefits and coverage;
- (d)** Guide users through applications step-by-step;
- (e)** Provide status updates on applications and claims;
- (f)** Connect users to human assistance immediately upon request;
- (g)** Provide information in English and Spanish (additional languages phased in).

41.2.3 AI Transparency

- (a)** Users clearly informed when interacting with AI;
- (b)** Option to request human assistance at any time;
- (c)** Complex determinations reviewed by humans;
- (d)** AI does not make final decisions on benefits or denials.

41.3 Human Connection Guarantee

41.3.1 Immediate Access

- (a)** One-click or one-press transfer to live CESA representative during business hours;
- (b)** Callback scheduling for after-hours with next-business-day guarantee;
- (c)** Average hold time target: under 5 minutes.

41.3.2 In-Person Assistance

- (a)** In-person help available at all CESA offices;
- (b)** Mobile CESA Offices (Section 35);

- (c) Regional Service Hubs;
- (d) Community partners.

41.4 Resource Finding Service

41.4.1 Comprehensive Directory

System helps locate: - Healthcare providers - Mental health services - Childcare providers - Job training programs - Housing assistance - Food assistance - Legal services - Disability services - Benefits programs

41.4.2 Integration

- (a) Integration with 211 Colorado;
- (b) Provider ratings and reviews;
- (c) Real-time availability when possible;
- (d) Appointment scheduling assistance.

41.5 Digital Equity Program

41.5.1 Free Internet Access

- (a) Free internet for households below 200% CCLS;
- (b) Subsidized access for 200-400% CCLS.

41.5.2 Device Lending

- (a) Tablets and laptops available for lending;
- (b) Long-term loans for eligible households;
- (c) No-cost repairs and replacements.

41.5.3 Digital Literacy Training

- (a) Free training on basic computer skills;
- (b) Training on navigating CESA services;
- (c) Cybersecurity basics;
- (d) Available online and in-person.

41.5.4 Tech Support

- (a) Tech support hotline for CESA service access issues;
- (b) Remote assistance;

- (c) In-home visits for seniors and people with disabilities.

41.6 Public Access Points

41.6.1 Locations

Technology access at: - Public libraries - Community centers - Senior centers - CESA offices - Schools (after hours) - Municipal buildings

41.6.2 Features

- (a) Computers with internet;
- (b) Printing and scanning;
- (c) Private telehealth rooms;
- (d) Assistance available.

41.7 Senior and Disability Tech Support

41.7.1 Specialized Assistance

- (a) Tech support trained in senior and disability needs;
- (b) Home visits for tech setup;
- (c) Ongoing support;
- (d) Simplified interfaces and large text options.

41.7.2 Assistive Technology

- (a) Screen readers;
- (b) Voice control;
- (c) Adaptive devices;
- (d) Training on assistive technology.

41.8 Technology Training Centers

41.8.1 Establishment

Technology Training Center in each Innovation District (Section 33).

41.8.2 Programs

- (a) Free courses on digital skills;
- (b) Job-relevant technology training;
- (c) Cybersecurity awareness;

- (d) Certification programs;
- (e) Partnership with employers.

41.9 Privacy and Security

- (a) End-to-end encryption for all communications;
- (b) No sale of user data;
- (c) Compliance with Section 38 (Data Privacy);
- (d) Regular security audits;
- (e) User control over AI interaction data;
- (f) Option to delete interaction history.

41.10 Performance Standards

41.10.1 Metrics

- (a) User satisfaction rates;
- (b) Average response times;
- (c) Successful service connections;
- (d) Issue resolution rates;
- (e) Technology access rates by demographic.

41.10.2 Reporting

Annual public report on technology assistance performance with recommendations.

41.11 Coordination

This section coordinates with: - Section 19.8: Colorado Services Portal - Section 35: Rural Implementation - Section 36: Disability Services - All CESA programs

41.12 Budget

Estimated annual cost: \$25-35 million

PART IX: FINANCIAL INFRASTRUCTURE

SECTION 42: TABOR COMPLIANCE AND ENTERPRISE FUND FRAMEWORK

42.1 Purpose and Legislative Declaration

(a) The General Assembly declares that this Act is designed to comply fully with Article X, Section 20 of the Colorado Constitution (TABOR).

(b) The General Assembly finds that:

- (1) TABOR requires voter approval for tax increases but exempts enterprise funds that provide services in exchange for fees;
- (2) Colorado successfully operates multiple enterprise funds including Unemployment Insurance, Workers' Compensation, and the Colorado Lottery without requiring voter approval for their funding mechanisms;
- (3) CESA programs are structured as fee-for-service enterprises where contributors receive specific, quantifiable benefits in exchange for their contributions;
- (4) This structure allows CESA to provide comprehensive economic security without requiring voter approval for new taxes, while protecting taxpayers through the enterprise fund model's self-sustaining requirements.

42.2 Enterprise Fund Qualification

42.2.1 Legal Requirements

Each CESA enterprise fund shall meet the following requirements to qualify for TABOR exemption:

- (a)** Business Activity: The fund operates as a government-owned business providing goods or services;
- (b)** Fee-for-Service: Revenue comes primarily from charges for goods or services, not taxes;
- (c)** 10% Limit: Less than 10% of annual revenue comes from grants from Colorado state and local governments combined;
- (d)** Authority to Issue Bonds: The fund has authority to issue its own revenue bonds;
- (e)** Self-Sustaining: The fund operates on a self-sustaining basis without requiring General Fund support.

42.2.2 Annual Certification

(a) Each CESA enterprise fund shall submit annual certification to the State Controller demonstrating continued compliance with TABOR enterprise requirements.

(b) The State Controller shall review certifications and publish findings.

(c) If any fund fails to meet enterprise requirements, CESA Administration shall take immediate corrective action to restore qualification.

42.3 TABOR Compliance Monitoring

42.3.1 CESA TABOR Compliance Office

There is established within CESA Administration a **TABOR Compliance Office** responsible for:

- (a)** Monitoring all CESA funding mechanisms for TABOR compliance;
- (b)** Ensuring enterprise funds maintain qualification;
- (c)** Advising CESA leadership on any actions that might affect TABOR status;
- (d)** Coordinating with the State Attorney General on legal compliance;
- (e)** Publishing annual TABOR Compliance Report.

42.3.2 Legal Defense Fund

(a) CESA shall maintain a **Legal Defense Reserve** of not less than \$10 million to defend against any legal challenges to the enterprise fund structure.

(b) The Attorney General shall defend CESA's TABOR compliance in any legal proceeding.

42.4 Backup Revenue Provisions

42.4.1 TABOR Vote Contingency

(a) If any court of competent jurisdiction rules that any CESA enterprise fund does not qualify for TABOR exemption, CESA Administration shall:

- (1) Within 90 days, prepare a ballot measure for voter approval of the affected funding mechanism;
- (2) Place the measure on the next general election ballot;
- (3) Continue operations using reserves and other compliant funding sources pending the vote.

(b) Ballot measures under this section shall clearly describe:

- (1) The specific funding mechanism requiring approval;
- (2) The services funded;
- (3) The comparison to current costs (demonstrating savings to contributors);
- (4) The consequences of voter rejection.

42.4.2 Phased Ballot Measures

If voter approval is required for any revenue provisions, CESA shall pursue phased ballot measures:

- (a)** Phase 1 (First Available Election): Most essential and popular programs
- (b)** Phase 2 (Following Election): Additional programs based on Phase 1 success
- (c)** Phase 3 (Third Election if Needed): Remaining programs

42.5 Revenue Classification

42.5.1 Enterprise Fund Revenue (No TABOR Vote Required)

The following are classified as enterprise fund fees, not taxes:

- (a)** Care Without Fear individual and employer contributions
- (b)** Life Security Program contributions
- (c)** AI Workforce Protection employer contributions
- (d)** Childcare For All parent and employer contributions
- (e)** Provider and insurer assessments

42.5.2 Fees (No TABOR Vote Required)

The following are classified as fees, not taxes:

- (a)** Tourism impact fees (lodging, ski, parks, short-term rentals)
- (b)** Enforcement penalties and civil fines
- (c)** Program user fees
- (d)** Licensing and certification fees

42.5.3 Revenue Reallocation (Reallocation Vote May Be Required)

- (a)** Cannabis revenue dedication may require voter approval to reallocate from current uses.
- (b)** Any reallocation vote is NOT a vote for new taxes, but a vote on priorities for existing revenue.

42.5.4 Backup Provisions (TABOR Vote Required If Triggered)

The following provisions require voter approval and are held in reserve:

- (a)** Income tax rate adjustments (Section 49)
- (b)** Any new taxes not structured as enterprise fees
- (c)** Any provision ruled by courts to be a tax rather than a fee

42.6 Constitutional Core Protection

- (a)** The enterprise fund structure for Constitutional Core programs (Section 31) shall not be modified except by 68% supermajority vote of both chambers.
- (b)** Any proposal to convert enterprise fees to taxes or to seek TABOR voter approval for core programs requires 68% supermajority.

SECTION 43: COLORADO STATE BANK

43.1 Purpose

This section establishes the Colorado State Bank to:

- (a) Retain Colorado deposits within Colorado rather than sending them to out-of-state financial institutions;
- (b) Generate revenue for CESA programs through banking operations;
- (c) Provide low-interest financing for state infrastructure and CESA programs;
- (d) Support Colorado small businesses and agricultural operations;
- (e) Create a more resilient state financial system less dependent on Wall Street.

43.2 Establishment

43.2.1 Creation

There is hereby established the **Colorado State Bank** (CSB) as a state-owned financial institution.

43.2.2 Legal Structure

- (a) CSB shall be a body corporate and politic, constituting a public corporation and instrumentality of the State of Colorado.
- (b) CSB is not a state agency but a separate legal entity.
- (c) CSB shall have perpetual existence until dissolved by act of the General Assembly.

43.3 Governance

43.3.1 Board of Directors

- (a) CSB shall be governed by a **Board of Directors** consisting of:
 - (1) State Treasurer (Chair)
 - (2) CESA Director
 - (3) One member appointed by the Governor with banking experience
 - (4) One member appointed by the Senate President with small business experience
 - (5) One member appointed by the Speaker of the House with agricultural experience
 - (6) Two members appointed by the Governor representing the public interest
- (b) Appointed members serve four-year staggered terms.
- (c) Board members receive no compensation but may be reimbursed for expenses.

43.3.2 Bank President

- (a) The Board shall hire a **Bank President** with demonstrated banking experience.
- (b) The President serves at the pleasure of the Board.
- (c) The President is responsible for day-to-day operations.

43.4 Capital and Deposits

43.4.1 Initial Capitalization

- (a) CSB shall be initially capitalized with \$100 million from the Colorado Economic Resilience Fund.
- (b) Additional capitalization may come from: (1) Appropriations by the General Assembly (2) Prosperity Partner contributions designated for CSB (3) Bond issuances (4) Retained earnings

43.4.2 State Deposits

- (a) All state agencies shall deposit operating funds in CSB unless: (1) Federal law requires otherwise (2) Specific programmatic requirements necessitate other arrangements (3) The State Treasurer determines an exception is in the state's financial interest
- (b) Local governments and school districts may voluntarily deposit funds in CSB.
- (c) CESA enterprise funds shall maintain primary accounts at CSB.

43.4.3 Deposit Insurance

- (a) CSB deposits backed by state funds shall be guaranteed by the full faith and credit of the State of Colorado.
- (b) CSB shall seek membership in the Federal Deposit Insurance Corporation (FDIC) for any retail banking operations.

43.5 Banking Operations

43.5.1 Permitted Activities

CSB may engage in:

- (a) Accepting deposits from state agencies, local governments, and CESA programs;
- (b) Making loans to: (1) Colorado small businesses (2) Colorado agricultural operations (3) Colorado infrastructure projects (4) Affordable housing development (5) Renewable energy projects (6) Student loans (in partnership with education institutions)
- (c) Participating in loan programs with other financial institutions;
- (d) Purchasing and holding government securities;
- (e) Providing letters of credit and other banking services to state agencies;

(f) Operating a payment processing system for CESA programs.

43.5.2 Prohibited Activities

CSB shall NOT:

- (a) Engage in retail consumer banking (checking accounts for individuals);
- (b) Engage in speculative trading or derivatives;
- (c) Make loans to out-of-state entities except as part of participation arrangements;
- (d) Pay dividends or distribute profits except as provided in this section;
- (e) Make political contributions or engage in lobbying.

43.6 Loan Programs

43.6.1 Small Business Loan Program

(a) CSB shall establish a **Colorado Small Business Loan Program** offering:

- (1) Interest rates at or below prime rate
- (2) Flexible terms up to 10 years
- (3) Technical assistance for borrowers
- (4) Priority for businesses in underserved communities

(b) Loan limits: (1) Microloans: Up to \$50,000 (2) Small business: Up to \$500,000 (3) Expansion loans: Up to \$2 million

43.6.2 Agricultural Loan Program

(a) CSB shall establish a **Colorado Agricultural Loan Program** offering:

- (1) Operating loans for seasonal needs
- (2) Equipment financing
- (3) Land purchase loans
- (4) Emergency drought/disaster loans

(b) Interest rates shall not exceed prime rate for agricultural loans.

43.6.3 Infrastructure Loan Program

(a) CSB may provide low-interest financing for:

- (1) CESA facility construction
- (2) State infrastructure projects
- (3) Local government infrastructure (water, sewer, roads)
- (4) Renewable energy installations
- (5) Broadband expansion

(b) Infrastructure loans shall be at or below municipal bond rates.

43.7 Revenue Distribution

43.7.1 Profit Allocation

After maintaining adequate reserves, CSB net income shall be distributed:

(a) 50% to CESA Economic Resilience Fund **(b)** 30% to CESA General Operations **(c)** 20% to CSB capital reserves for growth

43.7.2 Projected Revenue

Based on the Bank of North Dakota model (serving a state with 1/8 Colorado's population):

Year	Projected Net Income to CESA
Year 1-2	\$0 (startup)
Year 3	\$25 million
Year 4	\$75 million
Year 5	\$150 million
Year 6-10	\$200-400 million annually
Year 10+	\$400-600 million annually

43.8 Implementation Timeline

(a) Year 1: Hire leadership, obtain charter, establish operations **(b)** Year 2: Begin accepting state deposits, launch loan programs **(c)** Year 3: Full operations, first revenue distribution **(d)** Year 4+: Expansion and revenue growth

43.9 Oversight and Reporting

(a) CSB shall be audited annually by an independent auditor.

(b) CSB shall publish quarterly financial reports.

(c) CSB shall submit annual report to General Assembly.

(d) State Banking Commissioner shall have examination authority over CSB.

SECTION 44: HEALTHCARE ADMINISTRATIVE SAVINGS CAPTURE

44.1 Purpose

This section establishes mechanisms to capture administrative savings from transitioning to Care Without Fear and redirect those savings to healthcare services.

44.2 Administrative Savings Sources

44.2.1 Identified Savings

Care Without Fear generates administrative savings by eliminating:

- (a) Insurance company overhead (currently 15-25% of premiums)
- (b) Multiple billing systems (each provider currently maintains systems for dozens of insurers)
- (c) Prior authorization bureaucracy
- (d) Claims denial and appeal processes
- (e) Insurance marketing and sales costs
- (f) Insurance executive compensation
- (g) Provider credentialing duplication
- (h) Utilization management bureaucracy

44.2.2 Estimated Savings

Category	Current Cost	CESA Cost	Annual Savings
Insurance overhead	\$3.0-4.0 billion	\$500 million (5% admin cap)	\$2.5-3.5 billion
Provider billing staff	\$500 million	\$100 million	\$400 million
Prior auth processing	\$200 million	\$0	\$200 million
Denial/appeal admin	\$150 million	\$0	\$150 million
Total			\$3.2-4.2 billion

44.3 Savings Capture Mechanisms

44.3.1 Administrative Cost Cap

- (a) Care Without Fear administrative costs shall not exceed 5% of total program expenditures.
- (b) Any expenditure above 5% requires specific justification and approval from CESA Board.
- (c) Administrative cost percentage shall be publicly reported quarterly.

44.3.2 Provider Billing Simplification

- (a) Care Without Fear shall implement a single, standardized billing system for all providers.
- (b) Providers shall receive payments within 14 days of clean claim submission (compared to current 30-90 days).
- (c) Providers are expected to reduce billing staff as a result; savings may be reflected in reimbursement rate negotiations.

44.3.3 Insurance Transition Assessment

- (a) During the transition period (Years 1-5), insurance companies operating in Colorado shall pay a **Transition Assessment** equal to 1% of Colorado premiums collected.

- (b) Assessment revenue shall be deposited in the Care Without Fear Enterprise Fund.
- (c) Assessment shall phase out as insurance market transitions to supplemental-only.

44.4 Savings Allocation

Administrative savings captured shall be allocated:

- (a) 60% to expanded healthcare services (reduce wait times, increase access)
- (b) 20% to provider reimbursement rate adequacy
- (c) 10% to mental health services expansion
- (d) 10% to reserves

44.5 Verification and Reporting

(a) CESA shall publish annual **Administrative Savings Report** documenting:

- (1) Actual administrative costs
- (2) Comparison to private insurance administrative costs
- (3) Savings captured and allocated
- (4) Recommendations for additional efficiencies

(b) Independent actuaries shall verify savings calculations every three years.

SECTION 45: FEDERAL FUNDING MAXIMIZATION AND INDEPENDENCE

45.1 Purpose

This section establishes a strategy to maximize federal funding for Colorado while maintaining CESA's independence and preparing for eventual self-sufficiency.

45.2 Federal Funding Maximization Office

45.2.1 Establishment

There is established within CESA the **Federal Funding Maximization Office** (FFMO).

45.2.2 Mission

FFMO shall:

- (a) Identify all federal funding opportunities applicable to CESA programs;
- (b) Aggressively pursue federal grants, matching funds, and reimbursements;
- (c) Coordinate with state agencies to avoid duplicate applications;
- (d) Monitor federal policy changes affecting Colorado funding;
- (e) Prepare for transition to self-sufficiency if federal funding is reduced.

45.3 Acceptable Federal Funding

45.3.1 Funding Without Conditions

CESA shall accept federal funding that comes without conditions that conflict with CESA principles.

45.3.2 Medicaid Matching

(a) Care Without Fear shall be structured to maximize Medicaid federal matching funds (approximately 50% federal share for most populations).

(b) Estimated federal Medicaid contribution: \$2.0-3.0 billion annually.

45.3.3 Other Federal Programs

CESA shall pursue funding from:

(a) Child Care Development Block Grant **(b)** Community Development Block Grants **(c)** FEMA disaster preparedness and response **(d)** Department of Energy climate/energy grants **(e)** Department of Transportation infrastructure grants **(f)** Department of Labor workforce development grants **(g)** HUD housing and homelessness grants **(h)** HRSA healthcare workforce grants **(i)** SAMHSA mental health and substance abuse grants

45.4 Unacceptable Federal Conditions

45.4.1 CESA shall NOT accept federal funding conditioned on:

- (a)** Discrimination against any protected class;
- (b)** Cooperation with immigration enforcement beyond Colorado law;
- (c)** Restrictions on reproductive healthcare access;
- (d)** Restrictions on LGBTQ+ healthcare access;
- (e)** Privatization of CESA services;
- (f)** Work requirements for healthcare coverage;
- (g)** Drug testing for benefit eligibility (except where directly job-related);
- (h)** Any condition that conflicts with CESA Constitutional Core provisions.

45.4.2 Review Process

- (a)** FFMO shall review all federal funding conditions before acceptance.
- (b)** Funding with problematic conditions shall be referred to CESA Director and Attorney General for determination.
- (c)** CESA Board shall have final authority on accepting conditioned funding.

45.5 Independence Preparation

45.5.1 Federal Dependency Tracking

CESA shall track and publicly report:

- (a) Total federal funding received by program;
- (b) Federal funding as percentage of total program funding;
- (c) Vulnerability assessment if federal funding reduced.

45.5.2 Self-Sufficiency Planning

(a) For each program receiving federal funding, CESA shall develop a **Self-Sufficiency Plan** identifying:

- (1) Alternative funding sources if federal funding is eliminated
- (2) Program modifications to reduce costs
- (3) Timeline for transition to independence
- (4) Impact assessment of various federal reduction scenarios

(b) Self-Sufficiency Plans shall be updated annually.

45.5.3 Economic Resilience Fund Allocation

(a) A portion of the Economic Resilience Fund (Section 6.4) shall be designated for federal funding contingency.

(b) Target: Reserves sufficient to cover 2 years of federal funding at current levels by Year 10.

45.6 Federal Advocacy

45.6.1 Protection of State Interests

CESA shall advocate to federal policymakers for:

- (a) Maintaining state flexibility in implementing federal programs;
- (b) Protecting Medicaid and other healthcare funding;
- (c) Opposing unfunded mandates;
- (d) Supporting state innovation waivers.

45.6.2 Interstate Coordination

CESA shall coordinate with other states to:

- (a) Protect shared federal funding interests;
- (b) Share best practices in federal funding maximization;

(c) Present united front against harmful federal policy changes.

SECTION 46: SETTLEMENT AND RECOVERY FUND DEDICATION

46.1 Purpose

This section dedicates lawsuit settlements, legal recoveries, and related revenue to CESA programs.

46.2 Dedicated Settlement Revenue

46.2.1 Opioid Settlement Funds

(a) All Colorado opioid settlement funds shall be dedicated to CESA as follows:

- 50% to Mental Health Services (Section 2.12)
- 30% to Care Without Fear substance use treatment
- 20% to Zero Homeless Colorado (addiction often linked to homelessness)

(b) Estimated annual revenue: \$40-60 million (over 15+ year settlement period)

46.2.2 Tobacco Master Settlement Agreement

(a) Colorado's annual tobacco settlement revenue shall be dedicated to CESA:

- 60% to Care Without Fear (smoking-related illness treatment)
- 25% to public health prevention programs
- 15% to rural healthcare services

(b) Estimated annual revenue: \$100 million

46.2.3 Future Technology Settlements

(a) Any future settlements from technology companies (AI harm, data privacy violations, antitrust, etc.) shall be dedicated:

- 70% to affected program areas (AI Workforce Protection, Data Privacy, etc.)
- 30% to Economic Resilience Fund

46.2.4 Healthcare Fraud Recoveries

(a) CESA shall aggressively pursue healthcare fraud.

(b) Recovered funds shall be deposited in Care Without Fear Enterprise Fund.

(c) Estimated annual recovery: \$10-20 million

46.3 Settlement Fund Administration

46.3.1 Settlement Fund Account

- (a) There is established the **CESA Settlement Fund Account** within the State Treasury.
- (b) All dedicated settlement funds shall be deposited in this account.
- (c) Funds shall be distributed to designated programs according to this section.

46.3.2 Reporting

- (a) CESA shall publish quarterly reports on settlement fund receipts and distributions.
- (b) Annual report shall include use of funds and program outcomes achieved.

46.4 Total Estimated Settlement Revenue

Source	Annual Amount
Opioid settlements	\$40-60 million
Tobacco MSA	\$100 million
Future tech settlements	Variable
Fraud recoveries	\$10-20 million
Total	\$150-180 million +

PART X: IMPLEMENTATION AND ACCOUNTABILITY

SECTION 47: THIRTEEN-YEAR PHASED IMPLEMENTATION PLAN

47.1 Purpose

This section establishes a realistic, phased implementation timeline for CESA over thirteen years, with built-in checkpoints, evaluation requirements, and adaptive capacity.

47.2 Implementation Philosophy

- (a) CESA shall be implemented incrementally, with each phase building on the success of previous phases.
- (b) Implementation shall proceed only after: (1) Required actuarial analysis confirms viability (Section 48) (2) Administrative infrastructure is operational (3) Funding mechanisms are functional (4) Workforce is trained and ready
- (c) Timelines may be adjusted based on real-world conditions while maintaining commitment to full implementation.

47.3 Phase 1: Foundation (Years 1-3)

Year 1 (2027) - Infrastructure Building

Administrative: - Establish CESA Administration (Section 18) - Hire core leadership team - Launch Colorado Services Portal (Section 19.8) - Create CESA Benefits Card system (Section 19) - Establish TABOR Compliance Office (Section 42) - Begin Colorado State Bank charter process (Section 43)

Programs Launched: - Whistleblower Protections active (Section 24) - Climate Research Protection enacted (Section 37.12) - Digital Likeness Protection Office opens (Section 34) - Strategic Foresight Office established (Section 32) - Data Privacy Act enforcement begins (Section 38) - Worker Classification protections active (Section 39)

Healthcare Preparation: - Complete independent actuarial analysis (Section 48) - Design Care Without Fear contribution system - Begin provider network development - Launch community education campaign

Budget: \$200-300 million (administrative startup)

Year 2 (2028) - Program Pilots

Programs Launched: - Life Security Program opens for voluntary enrollment (Section 5) - Care Without Fear pilot in 3 regions (uninsured/underinsured) - Mental Health Crisis Response pilots in Denver metro (Section 30.8) - Zero Homeless Colorado pilot in Denver (Section 8) - AI Workforce Protection tracking begins (Section 4) - Colorado State Bank begins operations (Section 43)

Healthcare Expansion: - Care Without Fear enrollment for small businesses - Provider contracts finalized - Claims processing system operational

Budget: \$500-750 million

Year 3 (2029) - Statewide Foundation

Programs Expanded: - Care Without Fear statewide enrollment for uninsured - Mental Health Services expansion (Section 2.12) - Life Security Program full enrollment - Rural Implementation Standards active (Section 35) - Community Policing Standards statewide (Section 30) - Disability programs launch (Section 36) - Innovation Districts designated (Section 33)

Evaluation Checkpoint: - Independent assessment of Phase 1 programs - Actuarial update on healthcare costs - Public report on outcomes achieved - Adjustment recommendations

Budget: \$2-3 billion

Phase 1 Success Metrics

Metric	Target
CESA Portal active users	500,000
Life Security enrollees	200,000

Metric	Target
Care Without Fear enrollees	300,000
Mental health crisis diversions	10,000
Homeless individuals housed (pilot)	2,000
State Bank loans issued	\$100 million

47.4 Phase 2: Expansion (Years 4-7)

Year 4 (2030) - Major Rollout

Healthcare Expansion: - Care Without Fear default for new employees - All small businesses (under 50 employees) eligible - State and local government employee transition - Provider reimbursement rate stabilization

New Programs: - Childcare For All pilot programs (Section 40) - Climate Resilience Fund operational (Section 37) - Colorado Shield enhanced capability (Section 7) - Technology Assistance Services statewide (Section 41)

Financial: - State Bank full operations, first CESA revenue - Enterprise funds self-sustaining - Economic Resilience Fund at \$1 billion

Budget: \$5-7 billion

Year 5 (2031) - Universal Access Push

Healthcare: - Care Without Fear: 75% of population covered - Mental health parity fully implemented - Substance use treatment expanded - Rural healthcare access 90% compliance

Programs Expanded: - Zero Homeless Colorado statewide - Childcare For All income-based rollout - AI Workforce Protection full benefits available - Education Independence programs active (Section 15)

Evaluation Checkpoint: - Comprehensive Phase 2 mid-point review - Healthcare cost comparison to projections - Employment and economic impact assessment - International benchmarking

Budget: \$8-10 billion

Year 6 (2032) - Employer Transition

Healthcare: - Care Without Fear: All employers under 500 employees transitioned - Large employer transition begins - Private insurance moves to supplemental model - Administrative savings fully realized

Programs Matured: - Childcare For All: Universal access for income-eligible - AI displacement benefits at full capacity - Clean Energy targets: 80% renewable achieved

Budget: \$10-12 billion

Year 7 (2033) - Full Coverage Achievement

Healthcare: - Care Without Fear: 95%+ population covered - Employer transition complete - Supplemental insurance market stabilized - Healthcare outcomes improvement documented

All Programs: - All CESA programs fully operational - Economic Resilience Fund at \$3 billion - Federal funding independence plan updated - Global partnerships active (Section 23)

Evaluation Checkpoint: - Comprehensive Phase 2 assessment - Cost-benefit analysis (7-year retrospective) - Recommendations for Phase 3 optimization - Public satisfaction survey

Budget: \$12-15 billion

Phase 2 Success Metrics

Metric	Target
Care Without Fear covered	5+ million
Uninsured rate	Below 2%
Healthcare admin cost	Below 5%
Chronic homelessness	Reduced 75%
Childcare access	80%+ of families
AI-displaced workers assisted	50,000
Economic Resilience Fund	\$3 billion

47.5 Phase 3: Maturity (Years 8-13)

Years 8-9 (2034-2035) - Optimization

Focus: - System efficiency improvements - Cost optimization based on 7+ years of data - Outcome quality enhancement - Innovation integration

Targets: - Healthcare costs 15%+ below national average - Zero functional homelessness achieved - 100% renewable electricity - Federal funding reduced to <25% of CESA budget

Years 10-11 (2036-2037) - Self-Sufficiency

Focus: - Economic Resilience Fund at \$5 billion target - Federal funding contingency plans tested - Colorado model documentation for other states - Long-term sustainability confirmed

Targets: - Full federal funding independence capability - State Bank generating \$300+ million annually - All enterprise funds with 2+ years reserves - International recognition of CESA model

Years 12-13 (2038-2039) - Legacy

Focus: - System refinement based on decade+ of experience - Knowledge transfer to other states - Next-generation planning - 15-year strategic vision development

Final Success Metrics: | Metric | Target | |———|———| | All Coloradans covered by Care Without Fear | 100% | | Healthcare cost vs. national average | 20%+ savings | | Life expectancy improvement | +2 years | | Child poverty rate | Below 5% | | Homelessness | Functional zero | | Economic Resilience Fund | \$5+ billion | | CESA administrative efficiency | 95%+ |

47.6 Adaptive Implementation

47.6.1 Annual Reviews

(a) CESA Administration shall conduct annual implementation reviews assessing: (1) Progress against timeline (2) Budget versus actual spending (3) Outcome achievement (4) Emerging challenges (5) Recommended adjustments

(b) Reviews shall be public and presented to General Assembly.

47.6.2 Timeline Adjustments

(a) Implementation timelines may be accelerated if: (1) Programs exceed performance expectations (2) Funding exceeds projections (3) Public demand supports faster rollout (4) Efficiencies are identified

(b) Implementation timelines may be extended if: (1) Funding falls short of projections (2) Administrative capacity is insufficient (3) Quality would be compromised by speed (4) External factors (recession, pandemic, etc.) require caution

(c) Timeline changes require: (1) Public explanation (2) CESA Board approval (3) Report to General Assembly

47.6.3 Contingency Planning

CESA shall maintain contingency plans for: **(a)** Economic recession (revenue reduction scenarios) **(b)** Federal funding elimination **(c)** Legal challenges to enterprise fund structure **(d)** Natural disaster requiring emergency response **(e)** Public health emergency

SECTION 48: INDEPENDENT ACTUARIAL ANALYSIS REQUIREMENTS

48.1 Purpose

This section requires independent actuarial analysis before implementation of major CESA programs to ensure fiscal responsibility and program viability.

48.2 Required Analyses

48.2.1 Care Without Fear Actuarial Study

(a) Before Care Without Fear enrollment begins, CESA shall complete an independent actuarial analysis including:

- (1) Colorado-specific healthcare cost projections
- (2) Enrollment estimates by population segment
- (3) Revenue adequacy assessment
- (4) Administrative cost modeling
- (5) Provider reimbursement rate analysis
- (6) 10-year cost projection with sensitivity analysis
- (7) Comparison to current system costs
- (8) Risk identification and mitigation strategies

(b) Analysis shall be conducted by a qualified actuarial firm with healthcare experience, selected through competitive procurement.

(c) Analysis shall be completed no later than 6 months before Care Without Fear enrollment opens.

(d) Analysis shall be made public in full.

48.2.2 Life Security Actuarial Study

(a) Before Life Security Program enrollment begins, CESA shall complete an independent actuarial analysis including:

- (1) Mortality rate projections for Colorado population
- (2) Benefit cost modeling at each contribution level
- (3) Reserve adequacy requirements
- (4) Investment return assumptions
- (5) 25-year program sustainability projection

(b) Analysis shall be conducted by a qualified actuarial firm with life insurance experience.

48.2.3 Childcare Cost Study

(a) Before Childcare For All expands beyond pilots, CESA shall complete a cost study including:

- (1) Provider cost modeling
- (2) Enrollment projections
- (3) Facility capacity assessment
- (4) Workforce availability analysis
- (5) 10-year cost projection

48.3 Actuarial Standards

48.3.1 Qualifications

(a) Actuarial analyses shall be conducted by: (1) Firms or individuals holding appropriate actuarial credentials (2) Entities with no financial interest in CESA outcomes (3) Analysts with relevant experience in the program area

48.3.2 Independence

(a) Actuaries shall operate independently of CESA Administration.

(b) CESA shall not influence actuarial conclusions.

(c) Actuaries shall disclose any potential conflicts of interest.

48.3.3 Standards of Practice

Analyses shall comply with Actuarial Standards of Practice promulgated by the Actuarial Standards Board.

48.4 Implementation Contingency

48.4.1 Go/No-Go Decision

(a) Final implementation contingent upon completion of independent actuarial analysis confirming program viability.

(b) If actuarial analysis identifies significant concerns:

- (1) CESA Administration shall develop response plan
- (2) Response may include program modifications, timeline adjustments, or funding changes
- (3) Modified program shall receive updated actuarial review
- (4) Implementation proceeds only when actuaries confirm viability of modified program

48.4.2 Viability Standard

(a) A program is considered viable if:

- (1) Projected revenue is sufficient to cover projected costs with 10% margin
- (2) Reserves can be established at required levels
- (3) No structural deficit is projected within 10 years
- (4) Risks are manageable with identified mitigation strategies

(b) If viability cannot be confirmed, program shall not proceed until modifications achieve viability.

48.5 Ongoing Actuarial Review

48.5.1 Triennial Review

- (a) After implementation, enterprise fund programs shall receive independent actuarial review every three years.
- (b) Reviews shall assess: (1) Actual versus projected costs (2) Reserve adequacy (3) Emerging risks (4) Recommended adjustments

48.5.2 Annual Reporting

- (a) CESA Chief Actuary (internal position) shall publish annual actuarial reports for each enterprise fund.
- (b) Reports shall be reviewed by external actuary for reasonableness.

48.6 University Partnership for Preliminary Analysis

48.6.1 Authorization

- (a) CESA is authorized to partner with Colorado universities for preliminary actuarial and economic analysis.
- (b) Recommended partners: (1) Colorado Health Institute (healthcare analysis) (2) CU Denver School of Public Affairs (policy analysis) (3) CU Anschutz Colorado School of Public Health (health economics) (4) CSU Economics Department (economic impact)

48.6.2 Graduate Research

- (a) CESA may sponsor graduate research projects on CESA topics.
- (b) University analysis may inform program design but does not substitute for required professional actuarial analysis before implementation.

APPENDIX A: COMPREHENSIVE BUDGET SUMMARY (ENTERPRISE MODEL)

A.1 Revenue Overview

A.1.1 Enterprise Fund Revenue

Fund	Revenue Source	Annual Amount	TABOR Status
Care Without Fear	Individual contributions	\$2.5-3.5B	Enterprise - Exempt
	Employer contributions	\$4.0-5.0B	Enterprise - Exempt

Fund	Revenue Source	Annual Amount	TABOR Status
Life Security	Provider assessments	\$500M-1.0B	Enterprise - Exempt
	Admin savings capture	\$1.5-2.0B	Savings - N/A
	Federal Medicaid match	\$2.0-3.0B	Federal - N/A
	Subtotal	\$10.5-14.5B	
	Employee contributions	\$400-600M	Enterprise - Exempt
AI Workforce	Employer contributions	\$100-150M	Enterprise - Exempt
	Subtotal	\$500-750M	
	Employer automation fees	\$300-500M	Enterprise - Exempt
Childcare	Parent contributions	\$200-400M	Enterprise - Exempt
	Employer contributions	\$150-250M	Enterprise - Exempt
	Federal funding	\$400-550M	Federal - N/A
Enterprise	Subtotal	\$750M-1.2B	
			\$12.0-17.0B
	Total		

A.1.2 Fee-Based Revenue (Non-Enterprise)

Source	Annual Amount	TABOR Status
Tourism lodging fee	\$180M	Fee - Exempt
Tourism ski fee	\$210M	Fee - Exempt
Tourism parks fee	\$200M	Fee - Exempt
Short-term rental fee	\$100M	Fee - Exempt
Convention fee	\$30M	Fee - Exempt
Enforcement penalties	\$10-20M	Penalty - Exempt
Fee Total	\$730-740M	

A.1.3 Dedicated Revenue

Source	Annual Amount	Status
Cannabis reallocation	\$425M	May need vote to reallocate
Opioid settlements	\$40-60M	Dedicated by settlement
Tobacco MSA	\$100M	Dedicated by statute
Fraud recoveries	\$10-20M	Recovery - N/A

Source	Annual Amount	Status
Dedicated Total	\$575-605M	

A.1.4 Generated Revenue (Growing Over Time)

Source	Year 3	Year 5	Year 10
State Bank returns	\$25M	\$150M	\$400M
Investment returns	\$25M	\$100M	\$250M
Federal maximization	\$100M	\$300M	\$500M
Generated Total	\$150M	\$550M	\$1.15B

A.1.5 Total Revenue by Year

Year	Enterprise	Fees	Dedicated	Generated	Total
Year 1	\$500M	\$730M	\$575M	\$0	\$1.8B
Year 3	\$5.0B	\$735M	\$590M	\$150M	\$6.5B
Year 5	\$10.0B	\$740M	\$600M	\$550M	\$11.9B
Year 7	\$14.0B	\$745M	\$605M	\$850M	\$16.2B
Year 10	\$16.0B	\$750M	\$605M	\$1.15B	\$18.5B
Year 13	\$17.0B	\$760M	\$605M	\$1.5B	\$19.9B

A.2 Expenditure Overview

A.2.1 Healthcare (Care Without Fear)

Category	Year 3	Year 7	Year 13
Direct medical services	\$3.5B	\$9.0B	\$11.0B
Mental health services	\$200M	\$500M	\$600M
Prescription drugs	\$400M	\$1.0B	\$1.2B
Dental/Vision	\$100M	\$300M	\$400M
Administration (5% cap)	\$200M	\$550M	\$650M
Reserves	\$100M	\$400M	\$500M
Healthcare Total	\$4.5B	\$11.75B	\$14.35B

A.2.2 Worker Protection

Program	Year 3	Year 7	Year 13
AI Workforce Protection	\$150M	\$400M	\$500M
Life Security benefits	\$100M	\$400M	\$500M
Life Security reserves	\$150M	\$200M	\$100M
Worker Classification	\$10M	\$15M	\$20M
Worker Total	\$410M	\$1.0B	\$1.12B

A.2.3 Family and Social Programs

Program	Year 3	Year 7	Year 13
Childcare For All	\$300M	\$700M	\$800M
Zero Homeless Colorado	\$150M	\$350M	\$300M
Elder Care	\$50M	\$100M	\$150M
Education Independence	\$50M	\$150M	\$200M
Family Total	\$550M	\$1.3B	\$1.45B

A.2.4 Safety and Resilience

Program	Year 3	Year 7	Year 13
Colorado Shield	\$100M	\$200M	\$250M
Climate Resilience	\$75M	\$150M	\$175M
Climate Research Protection	\$15M	\$20M	\$25M
Mental Health Crisis Response	\$25M	\$35M	\$40M
Community Policing	\$20M	\$30M	\$35M
Safety Total	\$235M	\$435M	\$525M

A.2.5 Economic Development

Program	Year 3	Year 7	Year 13
Innovation Districts	\$30M	\$75M	\$100M
Business Success Team	\$15M	\$25M	\$30M

Program	Year 3	Year 7	Year 13
Clean Energy	\$50M	\$100M	\$75M
Global Partnership	\$5M	\$15M	\$20M
State Bank operations	\$10M	\$5M	\$0
Economic Total	\$110M	\$220M	\$225M

A.2.6 Administration and Infrastructure

Category	Year 3	Year 7	Year 13
CESA Administration	\$75M	\$125M	\$150M
Technology/ Portal	\$50M	\$75M	\$100M
Rural Implementation	\$40M	\$60M	\$75M
Technology Assistance	\$25M	\$35M	\$40M
Disability Programs	\$50M	\$90M	\$100M
Data Privacy	\$10M	\$15M	\$15M
Digital Likeness	\$5M	\$8M	\$10M
Admin Total	\$255M	\$408M	\$490M

A.2.7 Rights and Other Programs

Program	Year 3	Year 7	Year 13
Sanctuary State implementation	\$10M	\$15M	\$15M
Human Trafficking enforcement	\$10M	\$15M	\$20M
Tribal Partnership	\$10M	\$15M	\$20M
Food programs	\$50M	\$75M	\$100M
Circular Economy	\$10M	\$20M	\$25M
Democracy Protection	\$5M	\$10M	\$10M
Other programs	\$20M	\$30M	\$40M
Rights Total	\$115M	\$180M	\$230M

A.2.8 Reserves and Contingencies

Reserve	Year 3	Year 7	Year 13
Economic Resilience Fund	\$200M	\$400M	\$300M
Operating contingency	\$100M	\$200M	\$250M
Legal defense	\$10M	\$10M	\$10M
Reserves Total	\$310M	\$610M	\$560M

A.2.9 Total Expenditures by Year

Year	Healthcare	Worker	Family	Safety	Economic	Admin	Rights	Reserves	Total
Year 1	\$200M	\$50M	\$50M	\$75M	\$50M	\$150M	\$30M	\$50M	\$655M
Year 3	\$4.5B	\$410M	\$550M	\$235M	\$110M	\$255M	\$115M	\$310M	\$6.5B
Year 5	\$8.0B	\$700M	\$900M	\$335M	\$165M	\$330M	\$145M	\$460M	\$11.0B
Year 7	\$11.75B	\$1.0B	\$1.3B	\$435M	\$220M	\$408M	\$180M	\$610M	\$15.9B
Year 10	\$13.5B	\$1.1B	\$1.4B	\$485M	\$225M	\$460M	\$210M	\$580M	\$18.0B
Year 13	\$14.35B	\$1.12B	\$1.45B	\$525M	\$225M	\$490M	\$230M	\$560M	\$19.0B

A.3 Net Position

Year	Revenue	Expenditures	Net
Year 1	\$1.8B	\$655M	+\$1.1B (startup reserve building)
Year 3	\$6.5B	\$6.5B	Balanced
Year 5	\$11.9B	\$11.0B	+\$900M
Year 7	\$16.2B	\$15.9B	+\$300M
Year 10	\$18.5B	\$18.0B	+\$500M
Year 13	\$19.9B	\$19.0B	+\$900M

Note: Surpluses flow to Economic Resilience Fund until \$5 billion target achieved.

A.4 Economic Resilience Fund Projection

Year	Beginning	Contributions	Target
Year 1	\$0	\$1.0B	Building
Year 3	\$1.2B	\$200M	Building
Year 5	\$2.0B	\$400M	Building
Year 7	\$3.0B	\$400M	Building
Year 10	\$4.5B	\$300M	Near target
Year 13	\$5.0B+	Maintenance	Target achieved

APPENDIX C: FAMILY AND EMPLOYER SAVINGS CALCULATIONS

C.1 Individual/Family Savings Analysis

C.1.1 Current System Costs (Average Colorado Family)

Expense	Individual	Family of 4
Monthly premium (employer share)	\$450	\$1,200
Monthly premium (employee share)	\$150	\$400
Annual employee premium cost	\$1,800	\$4,800
Annual deductible	\$1,500	\$3,000
Average annual out-of-pocket	\$1,200	\$2,500
Total Annual Healthcare Cost	\$4,500	\$10,300
Private life insurance	\$600	\$1,200
Grand Total Current	\$5,100	\$11,500

C.1.2 CESA Costs

Income	Healthcare (%)	Life Security (1%)	Total CESA	Current Cost	Savings
\$35,000	\$700 (2%)	\$350	\$1,050	\$5,100	\$4,050
\$50,000	\$2,000 (4%)	\$500	\$2,500	\$5,100	\$2,600
\$75,000	\$3,750 (5%)	\$750	\$4,500	\$10,300	\$5,800
\$100,000	\$6,000 (6%)	\$1,000	\$7,000	\$11,500	\$4,500

Income	Healthcare (%)	Life Security (1%)	Total CESA	Current Cost	Savings
00 \$150,000	\$10,500 (7%)	\$1,500	\$12,000	\$13,000	\$1,000
00 \$200,000	\$14,000 (7%)	\$2,000	\$16,000	\$14,500	-\$1,500*

*Higher earners pay modestly more but receive: no deductibles, no copays, no coverage gaps, no pre-existing condition worries, portable coverage.

C.1.3 Key Family Benefits Under CESA

Benefit	Current System	CESA
Annual deductible	\$1,500-6,000	\$0
Out-of-pocket maximum	\$8,000-16,000	\$0
Can be denied coverage	Yes	No
Coverage gap between jobs	Common	Never
Pre-existing condition penalty	Possible	Prohibited
Paperwork/bills	Constant	Minimal
Surprise bills	Common	Prohibited
Network restrictions	Strict	Any CO provider

C.2 Employer Savings Analysis

C.2.1 Current Employer Costs

Company Size	Employee s	Avg Salary	Annual Health Insurance	HR Admin	Total
Very Small	10	\$50,000	\$70,000	\$10,000	\$80,000
Small	25	\$55,000	\$175,000	\$25,000	\$200,000
Medium	50	\$60,000	\$350,000	\$50,000	\$400,000
Large	100	\$65,000	\$700,000	\$75,000	\$775,000
Very Large	500	\$70,000	\$3,500,000	\$200,000	\$3,700,000

C.2.2 CESA Employer Costs

Company Size	Payroll	CESA Rate	CESA Cost	Current Cost	Savings
Very Small (10)	\$500,000	0% (exempt)	\$0	\$80,000	\$80,000
Small (25)	\$1,375,000	6%	\$82,500	\$200,000	\$117,500

Company Size	Payroll	CESA Rate	CESA Cost	Current Cost	Savings
Medium (50)	\$3,000,000	8%	\$240,000	\$400,000	\$160,000
Large (100)	\$6,500,000	8%	\$520,000	\$775,000	\$255,000
Very Large (500)	\$35,000,000	9%	\$3,150,000	\$3,700,000	\$550,000

C.2.3 Additional Employer Benefits

Benefit	Value
No insurance negotiations	Saves 20+ hours annually
No benefits administration complexity	Reduces HR needs
No COBRA administration	Eliminated
Healthier workforce (preventive care)	Reduced absenteeism
Recruitment advantage	Healthcare not a negotiation
No coverage disputes with employees	Eliminated
Predictable costs	Fixed percentage of payroll

C.3 Statewide Economic Impact

C.3.1 Total Savings Redistribution

Category	Current Spending	CESA Spending	Savings
Private insurance premiums	\$18 billion	\$0	\$18 billion
Out-of-pocket costs	\$4 billion	\$0	\$4 billion
CESA contributions	\$0	\$8 billion	-\$8 billion
Administrative overhead	\$4 billion	\$500 million	\$3.5 billion
Net Statewide Savings			\$17.5 billion

C.3.2 Where Savings Go

Recipient	Annual Benefit
Colorado families (direct savings)	\$8-10 billion
Colorado employers (direct savings)	\$3-5 billion
Healthcare system (reinvested)	\$3-4 billion

Recipient	Annual Benefit
Economic Resilience Fund	\$500 million

C.3.3 Economic Multiplier Effects

Effect	Estimate
Consumer spending increase	\$5-7 billion
Small business growth	\$1-2 billion
Healthcare job creation	25,000-35,000 jobs
CESA administration jobs	5,000-8,000 jobs
Reduced bankruptcy (medical debt)	50% reduction
New business formation	15% increase

C.4 Comparison to Other Systems

C.4.1 Per Capita Healthcare Costs

System	Per Capita Cost	Colorado CESA
United States (current)	\$13,000	—
Colorado (current)	\$11,500	—
Colorado (CESA projected)	—	\$7,500
Canada	\$6,800	—
Germany	\$7,400	—
France	\$6,000	—
United Kingdom	\$5,400	—

C.4.2 Administrative Cost Comparison

System	Admin % of Total
US Private Insurance	18-25%
US Medicare	2-3%
US Medicaid	5-7%
Colorado CESA (capped)	5%
Canada	2-3%
Taiwan	2%

C.5 Data Sources and Methodology Notes

C.5.1 Data Classification

VERIFIED DATA: - Colorado population (~5.8 million) - US Census - Average employer health insurance costs - Kaiser Family Foundation - Current Colorado tax rates - Colorado Department of Revenue - Medicare/Medicaid administrative costs - CMS

ESTIMATED DATA: - CESA contribution rates and thresholds - Policy design - Enrollment projections - Based on similar programs - Administrative savings - Based on single-payer studies (PERI, GAO) - Employer behavioral response - Projected

REQUIRES ACTUARIAL ANALYSIS: - Final healthcare cost projections - Life Security mortality and benefit costs - Long-term sustainability modeling

C.5.2 Conservative Assumptions

Throughout these projections: - Revenue estimates use LOWER end of ranges - Cost estimates use HIGHER end of ranges - Behavioral changes (reduced consumption) are assumed - Implementation delays are factored in - Contingency reserves are maintained

C.5.3 Limitations

These projections are estimates. Actual results will depend on: - Economic conditions - Enrollment rates - Healthcare cost trends - Implementation effectiveness - Federal policy changes - Legal challenges

Independent actuarial analysis is REQUIRED before implementation (Section 48).

APPENDIX D: DATA SOURCES AND METHODOLOGY

D.1 Government Data Sources

Source	Data Used	URL
US Census Bureau	Population, demographics	census.gov
Bureau of Economic Analysis	Personal income	bea.gov
Bureau of Labor Statistics	Employment, wages	bls.gov
Centers for Medicare & Medicaid	Healthcare costs	cms.gov
Colorado Dept of Revenue	Tax data	cdor.colorado.gov
Colorado Dept of Labor	Employment data	cdle.colorado.gov

D.2 Research Sources

Source	Data Used
Kaiser Family Foundation	Employer health benefits survey
PERI (UMass)	Single-payer cost studies
Colorado Health Institute	State health data
Commonwealth Fund	Healthcare system comparisons
Urban Institute	Healthcare modeling

D.3 Methodology Summary

Healthcare Cost Modeling: - Started with current Colorado healthcare spending (~\$35 billion total) - Applied administrative savings estimates from peer-reviewed studies - Adjusted for CESA-specific design features - Added contingency for uncertainty

Revenue Projections: - Based contribution rates on California single-payer proposal model - Adjusted for Colorado income distribution - Applied conservative enrollment assumptions - Included ramp-up period in early years

Economic Impact: - Used standard economic multipliers (1.5-2.0x) - Referenced similar program implementations - Consulted academic economic impact studies

D.4 What Needs Further Analysis

Item	Required Analysis	Recommended Provider
Care Without Fear costs	Full actuarial study	Milliman or similar
Life Security Program	Life actuarial analysis	Life insurance actuary
Economic impact	Economic study	CU Leeds School
Legal structure	TABOR compliance review	Attorney General
Impleme ntation planning	Operational study	Healthcare consultants

This budget summary will be updated as independent analysis is completed and implementation proceeds.

SECTION 49: BACKUP REVENUE PROVISIONS

49.1 Purpose

This section establishes backup revenue provisions that may be activated only if: **(a)** Enterprise fund revenue is insufficient; OR **(b)** Courts rule enterprise fund structure is not TABOR-compliant; OR **(c)** Voter approval is otherwise required for CESA funding.

49.2 Backup Status

- (a)** The provisions in this section are NOT active upon passage of CESA.
- (b)** These provisions are held in reserve and activate ONLY upon: (1) CESA Board determination that backup revenue is necessary; AND (2) Voter approval at a general election

49.3 Backup Revenue Option A: Income Tax Adjustment

49.3.1 Structure

If voter approval is required, CESA shall propose:

- (a)** Tax reduction for 98% of Coloradans: | Income | Current Rate | Proposed Rate | Change ||
---|---|---|---| | Under \$50,000 | 4.4% | 4.0% | -0.4% | | \$50,000-\$100,000 | 4.4% | 4.2% | -0.2% | | \$100,000-\$200,000 | 4.4% | 4.4% | No change |
- (b)** Tax increase for top 2% of earners: | Income | Current Rate | Proposed Rate | Change ||
---|---|---|---| | \$200,000-\$500,000 | 4.4% | 5.0% | +0.6% | | \$500,000-\$1,000,000 | 4.4% | 6.0% | +1.6% | | Over \$1,000,000 | 4.4% | 7.0% | +2.6% |

49.3.2 Estimated Revenue

Net new revenue from graduated structure: \$800 million - \$1.5 billion annually

49.3.3 Ballot Language Requirement

If this provision is activated, ballot language must clearly state: (1) Taxes go DOWN for [X]% of Coloradans (2) Taxes go UP only for incomes over \$200,000 (3) Specific use of funds (CESA programs) (4) Comparison to current healthcare/insurance costs

49.4 Backup Revenue Option B: Healthcare Enterprise Fee Confirmation

49.4.1 Structure

If courts rule Care Without Fear contributions require voter approval, CESA shall propose:

- (a)** Ballot measure confirming healthcare contribution structure as described in Section 3.3
- (b)** Ballot language emphasizing: (1) Contributions REPLACE insurance premiums (2) Most Coloradans pay LESS than current premiums (3) No deductibles, no copays, no coverage gaps (4) Comparison to current family healthcare costs

49.5 Ballot Measure Strategy

49.5.1 Timing

- (a) If backup revenue is needed, ballot measures shall be placed on the next general election (even-numbered year November).
- (b) Special elections shall not be used for CESA revenue measures.

49.5.2 Phasing

- (a) If multiple backup measures are needed, CESA shall prioritize: (1) First election: Healthcare funding (most popular, clearest savings) (2) Second election: Additional programs if needed

49.5.3 Campaign

- (a) CESA Administration may educate the public on ballot measures using factual information.
- (b) CESA shall not use state funds for advocacy, but may present factual comparisons.
- (c) Prosperity Partners and supporters may independently advocate for measures.

49.6 Alternative Revenue Contingencies

If backup measures fail, CESA shall:

- (a) Continue operating programs funded by non-contested revenue sources
- (b) Reduce scope of programs that required voter-rejected funding
- (c) Develop alternative program designs that may be more acceptable to voters
- (d) Re-present modified measures at subsequent election
