First Regular Session Seventy-fifth General Assembly STATE OF COLORADO

INTRODUCED

LLS NO. 25-0499.03 Kristen Forrestal x4217

HOUSE BILL 25-1328

HOUSE SPONSORSHIP

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Danielson and Bridges,

House Committees Health & Human Services

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Senate Committees

A BILL FOR AN ACT

CONCERNING THE IMPLEMENTATION OF THE RECOMMENDATIONS MADE BY THE DIRECT CARE WORKFORCE STABILIZATION BOARD.

Bill Summary

(Note: This summary applies to this bill as introduced and does not reflect any amendments that may be subsequently adopted. If this bill passes third reading in the house of introduction, a bill summary that applies to the reengrossed version of this bill will be available at http://leg.colorado.gov.)

The bill implements recommendations made by the direct care workforce stabilization board (board) by:

- Requiring the board to investigate health-care benefits for the direct care workforce;
- Requiring the department of labor and employment (department) to collaborate with the board and other

- entities to establish a comprehensive "know your rights" training for direct care workers;
- Requiring the department to ensure that the "know your rights" training is available to direct care workers, to allow worker organizations to participate in the training free of charge, and to report direct care worker training completion information to the board; and
- Requiring direct care employers to conduct and document direct care worker training attendance, distribute a notice of rights to direct care workers, and inform all employees about the direct care worker website and communication platform established by the department of health care policy and financing.

The bill also requires the director of the division of labor standards and statistics (director) in the department to provide compliance assistance to direct care employers and investigate possible violations by the employers. The director is also required to enforce compliance with the requirements in the bill.

To implement the board's recommendations, the bill also requires the department of health care policy and financing to:

- Establish a website and communication platform for direct care workers;
- In coordination with the board, develop a direct care worker-specific notice of rights for direct care employers;
- Collaborate with direct care employers to inform direct care workers about the website and communication platform;
- Allow specified entities access to the contact information of each direct care worker enrolled in the communication platform; and
- Convene and administer an interested party advisory group pursuant to federal requirements.

The bill also establishes the direct care worker minimum wage at \$17 per hour beginning July 1, 2025, and encourages the state to set the minimum wage for direct care workers at \$25 per hour by January 1, 2028.

- 1 Be it enacted by the General Assembly of the State of Colorado:
- 2 **SECTION 1. Legislative declaration.** (1) The general assembly
- 3 finds and declares that:
- 4 (a) Colorado's long-term care system is in crisis;

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- 1 (b) Colorado's population of adults aged 65 and older is projected 2 to grow by 36% by 2030, reaching 1.2 million people. Meanwhile, the 3 state relies on just 59,000 direct care workers to meet this growing 4 demand, which is far too few to ensure everyone who needs care can 5 access it. 6 (c) Over 80% of Colorado's direct care workforce are women, and 7 44% are women of color: 8 (d) Not all direct care workers are paid a livable wage, many do
 - (d) Not all direct care workers are paid a livable wage, many do not have basic benefits like personal time off and health insurance, and some experience wage theft and workplace discrimination, leading to a high turnover rate;

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- (e) In 2023, the general assembly established the direct care workforce stabilization board, bringing direct care workers, individuals receiving care, and direct care industry representatives to study the systemic issues driving high turnover and direct care worker shortages;
- (f) By 2028, the federal Centers for Medicare and Medicaid Services will require states to report the percentage of Medicaid payments made for direct care worker compensation; and
- (g) The federal Centers for Medicare and Medicaid Services provides states with 90% of federal funding to implement the direct care worker communication platforms.
- (2) Therefore, the intent of the general assembly is to implement the direct care workforce stabilization board's recommendations to stabilize the state's direct care workforce and to ensure Coloradans have access to the high-quality, comprehensive, in-home care they need. The recommendations include compliance with federal laws and regulations concerning payment of direct care workers and the acceptance of federal

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1	money to support a communication platform.		
2	SECTION 2. In Colorado Revised Statutes, 8-7.5-104, add (3.5)		
3	as follows:		
4	8-7.5-104. Duties of the board - recommendations for		
5	minimum direct care employment standards - analysis of market		
6	conditions - public outreach - report. (3.5) THE BOARD SHALL		
7	INVESTIGATE HEALTH-CARE BENEFITS FOR THE DIRECT CARE WORKFORCE,		
8	INCLUDING THE OVERALL COSTS WITHIN THE INDUSTRY IN COMPARISON TO		
9	OTHER SIMILAR INDUSTRIES, THE IMPLICATIONS OF A FAMILY CAREGIVER		
10	MODEL FOR DIRECT CARE WORKERS ON HEALTH INSURANCE COSTS,		
11	INNOVATIVE SOLUTIONS FOR IMPROVING QUALITY OF CARE, AND		
12	REDUCING THE COST OF CARE AND HOW TO FUND THE HEALTH-CARE		
13	BENEFITS.		
14	SECTION 3. In Colorado Revised Statutes, add 8-7.5-108 and		
15	8-7.5-109 as follows:		
16	8-7.5-108. Direct care employers - direct care worker rights		
17	training - direct care worker communication platform - direct care		
18	worker website. (1) By January 1, 2026, the department shall		
19	COLLABORATE WITH THE BOARD AND ANY OTHER ENTITIES DEEMED		
20	RELEVANT BY THE DEPARTMENT TO ESTABLISH A COMPREHENSIVE "KNOW		
21	YOUR RIGHTS" TRAINING FOR DIRECT CARE WORKERS THAT INCLUDES		
22	INFORMATION CONCERNING:		
23	(a) THE DIRECT CARE WORKER BASE WAGE;		
24	(b) WAGES AND HOURS FOR OVERTIME WORK;		
25	(c) THE "HEALTHY FAMILIES AND WORKPLACES ACT", PART 4 OF		
26	ARTICLE 13.3 OF THIS TITLE 8;		
27	(d) THE "FAMILY CARE ACT", PART 2 OF TITLE 13.3 OF THIS TITLE		

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1	8;
2	(e) THE FEDERAL "PATIENT PROTECTION AND AFFORDABLE CARE
3	ACT", PUB.L. 111-148, AS IT RELATES TO WORKER RIGHTS;
4	(f) TRAVEL TIME RULES, AS THE RULES RELATE TO THE
5	EMPLOYMENT OF DIRECT CARE WORKERS;
6	(g) CIVIL RIGHTS PROTECTED BY COLORADO LAW THAT ARE
7	RELEVANT TO THE EMPLOYMENT OF DIRECT CARE WORKERS;
8	(h) WHERE A DIRECT CARE WORKER CAN LEARN MORE ABOUT THE
9	TOPICS COVERED IN THE TRAINING;
10	(i) WHERE AND HOW TO FILE A COMPLAINT, INCLUDING RIGHTS
11	SECURED UNDER THE "PROTECTING OPPORTUNITIES AND WORKERS"
12	RIGHTS ACT", SENATE BILL 23-172, ENACTED IN 2023; AND
13	(j) The contents of the website established in section
14	25.5-1-208, HOW TO USE THE COMMUNICATION PLATFORM ESTABLISHED
15	IN SECTION 25.5-1-208, THE BENEFITS TO THE DIRECT CARE WORKER OF
16	PARTICIPATION IN THE COMMUNICATION PLATFORM, HOW DIRECT CARE
17	WORKER CONTACT INFORMATION WILL BE USED, AND HOW TO OPT IN TO
18	AND OPT OUT OF THE COMMUNICATION PLATFORM.
19	(2) THE DEPARTMENT SHALL:
20	(a) Ensure that the comprehensive "know your rights"
21	TRAINING REQUIRED TO BE ESTABLISHED BY SUBSECTION (1) OF THIS
22	SECTION IS AVAILABLE TO DIRECT CARE WORKERS AND DIRECT CARE
23	EMPLOYERS;
24	(b) Allow worker organizations to participate in the
25	"KNOW YOUR RIGHTS" TRAINING;
26	(c) Not charge a fee to direct care employers or direct
27	CARE WORKERS FOR THE "KNOW YOUR RIGHTS" TRAINING; AND

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27	8-7.5-109. Compliance assistance - violations - enforcement.			
26	COMMUNICATIONS FROM THE PLATFORM.			
25	SHARED, AND HOW TO OPT OUT OF THE ENROLLMENT IN AND			
24	HOW TO OPT IN TO THE PLATFORM, HOW CONTACT INFORMATION MAY BE			
23	WEBSITE AND COMMUNICATION PLATFORM, HOW TO USE THE PLATFORM,			
22	(d) Inform each direct care worker of the contents of the			
21	SECTION 25.5-1-208; AND			
20	DEPARTMENT OF HEALTH CARE POLICY AND FINANCING PURSUANT TO			
19	WEBSITE AND COMMUNICATION PLATFORM ESTABLISHED BY THE			
18	(c) Inform all employees about the direct care worker			
17	TRAINING;			
16	HIRE THAT INCLUDES INFORMATION ON THE "KNOW YOUR RIGHTS"			
15	SECTION 25.5-1-208 (3)(a) TO EACH DIRECT CARE WORKER AT THE TIME OF			
14	DEPARTMENT OF HEALTH CARE POLICY AND FINANCING PURSUANT TO			
13	RIGHTS DEVELOPED BY THE DEPARTMENT IN COORDINATION WITH THE			
12	(b) DISTRIBUTE A DIRECT CARE WORKER-SPECIFIC NOTICE OF			
11	DIRECT CARE CONSUMER;			
10	WORK HOURS AND AT NO CHARGE TO THE DIRECT CARE WORKER OR TO A			
9	(1) OF THIS SECTION DURING THE DIRECT CARE WORKER'S REGULAR PAID			
8	"KNOW YOUR RIGHTS" TRAINING ESTABLISHED PURSUANT TO SUBSECTION			
7	DEPARTMENT THAT IS IN PLACE PRIOR TO JANUARY 1, 2026, AND THE			
6	ATTEND THE "KNOW YOUR RIGHTS" TRAINING ADMINISTERED BY THE			
5	DOCUMENTATION OF A COMPLETED "KNOW YOUR RIGHTS" TRAINING OR TO			
4	(a) REQUIRE EACH DIRECT CARE WORKER TO PROVIDE			
3	(3) A DIRECT CARE EMPLOYER SHALL:			
2	CARE WORKER COMPLETION OF THE "KNOW YOUR RIGHTS" TRAINING.			
1	(d) REPORT PERIODICALLY TO THE BOARD CONCERNING DIRECT			

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1	(1) THE DIRECTOR OF THE DIVISION OF LABOR STANDARDS AND		
2	STATISTICS SHALL PROVIDE COMPLIANCE ASSISTANCE TO DIRECT CARE		
3	EMPLOYERS AS WARRANTED AND SHALL INVESTIGATE LEADS CONCERNING		
4	POSSIBLE VIOLATIONS OF THE TRAINING AND NOTICE REQUIREMENTS SET		
5	FORTH IN THIS ARTICLE 7.5 AND OTHER ALLEGED LABOR VIOLATIONS		
6	AGAINST DIRECT CARE WORKERS THAT, IN THE DIRECTOR'S GOOD FAITH		
7	DISCRETION AND JUDGMENT, WARRANT INVESTIGATION.		
8	(2) THE DIRECTOR OF THE DIVISION OF LABOR STANDARDS AND		
9	STATISTICS SHALL ENFORCE COMPLIANCE AND SHALL IMPOSE A FINE ON A		
10	DIRECT CARE EMPLOYER THAT VIOLATES THIS ARTICLE 7.5 OF ONE		
11	HUNDRED DOLLARS FOR EACH DIRECT CARE WORKER AFFECTED BY EACH		
12	VIOLATION; EXCEPT THAT A DIRECT CARE EMPLOYER THAT		
13	DEMONSTRATES A GOOD FAITH EFFORT TO COMPLY WITH THIS ARTICLE 7.5		
14	IS NOT SUBJECT TO A FINE FOR THE EMPLOYER'S FIRST VIOLATION. THE		
15	DIRECTOR SHALL DOUBLE THE AMOUNT OF THE FINE FOR EACH VIOLATION		
16	AFTER A SECTION VIOLATION BY AN EMPLOYER.		
17	SECTION 4. In Colorado Revised Statutes, add 25.5-1-208 and		
18	25.5-1-209 as follows:		
19	25.5-1-208. Direct care worker website and communication		
20	platform - enrollment of direct care workers - training, worker		
21	rights, employment matching - department of labor and employment		
22	access - gifts, grants, or donations - definitions. (1) As used in this		
23	SECTION AND SECTION 25.5-1-209, UNLESS THE CONTEXT OTHERWISE		
24	REQUIRES:		
25	(a) "BOARD" MEANS THE DIRECT CARE WORKFORCE STABILIZATION		
26	BOARD CREATED IN SECTION 8-7.5-103.		
27	(b) "DIRECT CARE CONSUMER" HAS THE MEANING SET FORTH IN		

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2	(c) "DIRECT CARE EMPLOYER" HAS THE MEANING SET FORTH IN
3	SECTION 8-7.5-102.
4	(d) "DIRECT CARE SERVICES" HAS THE MEANING SET FORTH IN
5	SECTION 8-7.5-102.
6	(e) "DIRECT CARE WORKER" HAS THE MEANING SET FORTH IN
7	SECTION 8-7.5-102.
8	(f) "MEDICAL ASSISTANCE PROGRAM" MEANS THE "COLORADO
9	MEDICAL ASSISTANCE ACT", ARTICLES 4 TO 6 OF THIS TITLE 25.5.
10	(g) "PLATFORM" OR "COMMUNICATION PLATFORM" MEANS THE
11	DIRECT CARE WORKER COMMUNICATION PLATFORM CREATED IN THIS
12	SECTION.
13	(h) "Website" means the direct care worker website
14	CREATED IN THIS SECTION.
15	(i) "Worker organization" has the meaning set forth in
16	SECTION 8-7.5-102.
17	(2) The state department shall collaborate with the
18	BOARD TO ESTABLISH A DIRECT CARE WORKER WEBSITE AND
19	COMMUNICATION PLATFORM FOR DIRECT CARE WORKERS. THE STATE
20	DEPARTMENT SHALL ENSURE THAT THE PLATFORM:
21	(a) SUPPORTS DIRECT CARE CONSUMERS IN IDENTIFYING AND
22	EMPLOYING QUALIFIED DIRECT CARE WORKERS;
23	(b) FACILITATES RECRUITMENT AND RETENTION OF DIRECT CARE
24	WORKERS PAID THROUGH REIMBURSEMENT BY THE MEDICAL ASSISTANCE
25	PROGRAM;
26	(c) Ensures access to care for all members;
27	(d) SUPPORTS THE STATE DEPARTMENT IN MONITORING ACCESS TO

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SECTION 8-7.5-102.

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1	AND QUALITY OF CARE FOR DIRECT CARE CONSUMERS WHO RECEIVE	
2	DIRECT CARE SERVICES;	
3	(e) PROVIDES A REGULAR CADENCE OF COMMUNICATION BY THE	
4	STATE DEPARTMENT, TO BE DETERMINED IN CONSULTATION WITH THE	
5	BOARD, TO WORKERS WHO HAVE OPTED IN TO THE COMMUNICATION	
6	PLATFORM, INCLUDING UPDATES FROM THE BOARD, RELEVANT STATE	
7	DEPARTMENT INITIATIVES, AND POTENTIAL CHANGES TO WORKER RIGHTS	
8	AND BENEFITS;	
9	(f) MAINTAINS AN ELECTRONIC EMPLOYMENT MATCHING SYSTEM	
10	TO HELP DIRECT CARE CONSUMERS IDENTIFY DIRECT CARE WORKERS WITH	
11	THE RIGHT AVAILABILITY AND SKILL SET, EXPERIENCE WITH DEMENTIA	
12	LANGUAGE PROFICIENCY, AND SPECIFIC CERTIFICATIONS; AND	
13	(g) Provides each direct care worker with the opportunity	
14	TO OPT IN TO AND OPT OUT OF THE COMMUNICATION PLATFORM.	
15	(3) THE STATE DEPARTMENT SHALL:	
16	(a) IN COORDINATION WITH THE BOARD, DEVELOP A DIRECT CARE	
17	WORKER-SPECIFIC NOTICE OF RIGHTS FOR DIRECT CARE EMPLOYERS TO	
18	DISTRIBUTE TO THEIR EMPLOYEES PURSUANT TO SECTION 8-7.5-108 (3)(b):	
19	AND	
20	(b) Collaborate with direct care employers to inform	
21	DIRECT CARE WORKERS OF THE BENEFITS OF THE PLATFORM.	
22	(4) (a) THE WEBSITE MUST INCLUDE:	
23	(I) TRAINING ON DIRECT CARE WORKER BASIC JOB DUTIES, HEALTH	
24	AND SAFETY IN THE WORKPLACE, AND HOW TO PROVIDE CULTURALLY	
25	COMPETENT CARE;	
26	(II) INFORMATION REGARDING DIRECT CARE WORKER RIGHTS.	
27	INCLUDING INCREASES TO THE DIRECT CARE WORKER BASE WAGE; THE	

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1	"HEALTHY FAMILIES AND WORKPLACES ACT", PART 4 OF ARTICLE 13.3 OF
2	TITLE 8; NEW LABOR LAWS, RULES, REGULATIONS, AND PRACTICES; OR
3	OTHER LAWS, RULES, REGULATIONS, AND PROCESSES DESIGNED TO
4	STABILIZE THE DIRECT CARE WORKFORCE;
5	(III) A CALENDAR OF THE TRAINING EVENTS THAT ARE PROVIDED
6	BY THE STATE DEPARTMENT AND ARE FREE OF CHARGE TO DIRECT CARE
7	WORKERS CONCERNING THE RIGHTS OF DIRECT CARE WORKERS AND THE
8	INFORMATION THAT CAN BE LEARNED IN EACH TRAINING;
9	(IV) THE ABILITY FOR COMMUNICATION PLATFORM USERS TO OPT
10	IN TO AND OPT OUT OF PLATFORM COMMUNICATIONS;
11	(V) COMMUNICATION ON HOW DIRECT CARE WORKERS CAN
12	ACCESS MEDICAL ASSISTANCE PROGRAM BENEFITS, INCLUDING:
13	(A) MEDICAL ASSISTANCE PROGRAM BUY-IN FOR WORKING
14	ADULTS WITH DISABILITIES; AND
15	(B) MEDICAL ASSISTANCE FOR A FAMILY MEMBER IN THE DIRECT
16	CARE WORKER'S HOUSEHOLD WITH A DISABILITY OR WHO IS SIXTY-FIVE
17	YEARS OF AGE OR OLDER;
18	(VI) Access to the state department's core curriculum
19	TRAINING; AND
20	(VII) A LINK TO THE STATE DEPARTMENT'S DIRECT CARE WORKER
21	SURVEY.
22	(b) THE STATE DEPARTMENT SHALL REVIEW AND APPROVE ALL
23	WEBSITE AND COMMUNICATION PLATFORM CONTENT FOR ACCURACY
24	BEFORE IT IS POSTED PUBLICLY.
25	(5)(a) Within three months after the establishment of the
26	COMMUNICATION PLATFORM AND EVERY THREE MONTHS THEREAFTER,
2.7	THE STATE DEPARTMENT SHALL ALLOW THE DEPARTMENT OF LABOR AND

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1 EMPLOYMENT, WORKER ORGANIZATIONS, INDUSTRY ORGANIZATIONS, AND 2 ORGANIZATIONS REPRESENTING DIRECT CARE CONSUMERS TO HAVE 3 ACCESS TO THE CONTACT INFORMATION FOR EACH DIRECT CARE WORKER 4 ENROLLED IN THE COMMUNICATION PLATFORM TO INFORM THE WORKER 5 OF THEIR RIGHTS, TO SUPPORT THE WORKER IN ENGAGING WITH THE 6 BOARD, AND TO ACCOMPLISH THE COMMUNICATION PLATFORM'S DIRECT 7 CARE CONSUMER-MATCHING FUNCTIONS. 8 (b) IN FULFILLING THE OBLIGATIONS OF THIS SECTION, THE STATE 9 DEPARTMENT, WORKER ORGANIZATIONS, INDUSTRY ORGANIZATIONS, AND 10 ORGANIZATIONS REPRESENTING DIRECT CARE CONSUMERS MUST COMPLY 11 WITH APPLICABLE LAWS AND RULES PROTECTING PERSONALLY 12 IDENTIFYING INFORMATION. WORKER ORGANIZATIONS AND 13 ORGANIZATIONS REPRESENTING DIRECT CARE CONSUMERS SHALL NOT 14 HAVE ACCESS TO THE NAME OR PRIVATE DATA OF ANY DIRECT CARE 15 CONSUMER OR DIRECT CARE CONSUMER'S REPRESENTATIVE OR INDICATE 16 THAT AN INDIVIDUAL DIRECT CARE WORKER IS A DIRECT CARE 17 CONSUMER'S RELATIVE OR HAS THE SAME ADDRESS AS A DIRECT CARE 18 CONSUMER. 19 25.5-1-209. Duties of the state department - recommendations 20 for minimum direct care employment standards - analysis of market 21 conditions - public outreach - advisory group - report. (1) THE 22 DEFINITIONS IN SECTION 25.5-1-208 APPLY TO THIS SECTION. 23 (2) (a) PURSUANT TO THE FEDERAL CENTERS FOR MEDICARE AND 24 MEDICAID REQUIREMENTS, THE STATE DEPARTMENT SHALL CONVENE AN 25 INTERESTED PARTIES ADVISORY GROUP AT LEAST EVERY TWO YEARS AND

AS OFTEN AS THE STATE DEPARTMENT DEEMS NECESSARY. THE ADVISORY

GROUP MUST INCLUDE HEALTH-CARE PROVIDERS, REPRESENTATIVES OF

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1	THE STATE DEPARTMENT AND THE DEPARTMENT OF LABOR AND
2	EMPLOYMENT, REPRESENTATIVES OF WORKER ORGANIZATIONS, AND
3	REPRESENTATIVES OF INDUSTRY ORGANIZATIONS. THE ADVISORY GROUP
4	SHALL MAKE RECOMMENDATIONS TO THE BOARD CONCERNING ADEQUATE
5	WAGES AND OTHER WORKFORCE SUPPORT FOR DIRECT CARE WORKERS.
6	(b) THE DEPARTMENT SHALL ADMINISTER THE ADVISORY GROUP
7	IN ACCORDANCE WITH 42 CFR 447.203 (b)(6).
8	(c) Notwithstanding section 24-1-136 (11)(a)(I), on or
9	BEFORE JANUARY 1, 2027, AND ANNUALLY THEREAFTER, THE STATE
10	DEPARTMENT SHALL REPORT TO THE BOARD AND THE JOINT BUDGET
11	COMMITTEE OF THE GENERAL ASSEMBLY:
12	$(I)\ The {\tt PERCENTAGE} of {\tt HOME-AND} community\text{-}{\tt BASED} {\tt SERVICES}$
13	PAYMENTS THAT DIRECT CARE WORKERS RECEIVED IN COMPENSATION,
14	INCLUDING SALARIES, WAGES, BENEFITS, AND PAYROLL TAXES, IN THE
15	PREVIOUS STATE FISCAL YEAR; AND
16	(II) THE PERCENTAGE OF HOME- AND COMMUNITY-BASED
17	SERVICES PAYMENTS THAT DIRECT CARE EMPLOYERS RECEIVED IN THE
18	PREVIOUS STATE FISCAL YEAR.
19	SECTION 5. In Colorado Revised Statutes, 25.5-6-1603, amend
20	(2) as follows:
21	25.5-6-1603. Minimum wage - wage pass-through requirement
22	for certain home care agencies - applicability - reports - recovery.
23	(2) (a) On and after July 1, 2020 JULY 1, 2025, the hourly minimum wage
24	RATE for persons INDIVIDUALS who provide DIRECT CARE SERVICES,
25	INCLUDING personal care services, homemaker services, or in-home
26	support services for which a home care agency may receive
27	reimbursement pursuant to the "Colorado Medical Assistance Act", is

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twelve dollars and forty-one cents	SEVENTEEN DOLLARS	per hour.
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- (b) The state is encouraged to institute an hourly minimum wage rate of twenty-five dollars per hour by January 1, 2028, for individuals who provide direct care services.
- (c) THE STATE DEPARTMENT SHALL ENFORCE THE MINIMUM DIRECT CARE WORKER BASE WAGE THAT IS REQUIRED BY THIS SUBSECTION (2).

SECTION 6. Act subject to petition - effective date. This act takes effect at 12:01 a.m. on the day following the expiration of the ninety-day period after final adjournment of the general assembly; except that, if a referendum petition is filed pursuant to section 1 (3) of article V of the state constitution against this act or an item, section, or part of this act within such period, then the act, item, section, or part will not take effect unless approved by the people at the general election to be held in November 2026 and, in such case, will take effect on the date of the official declaration of the vote thereon by the governor.

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