

**First Regular Session  
Seventy-fifth General Assembly  
STATE OF COLORADO**

**ENGROSSED**

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

LLS NO. 25-0151.01 Christopher McMichael x4775

**SENATE BILL 25-008**

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**SENATE SPONSORSHIP**

**Hinrichsen and Kipp,**

**HOUSE SPONSORSHIP**

**Froelich,**

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**Senate Committees**

Health & Human Services  
Appropriations

**House Committees**

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**A BILL FOR AN ACT**

101      **CONCERNING ADJUSTMENTS TO THE NECESSARY DOCUMENT PROGRAM**  
102                    **ADMINISTERED BY THE OFFICE OF HEALTH EQUITY IN THE**  
103                    **DEPARTMENT OF PUBLIC HEALTH AND ENVIRONMENT.**

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**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>.)*

Beginning on July 1, 2027, the bill adjusts aspects of the necessary document program (program) administered by the office of health equity in the department of public health and environment, which program assists certain populations of Colorado residents with paying the fees to acquire necessary documents. The bill clarifies that an individual who is

Shading denotes HOUSE amendment. Double underlining denotes SENATE amendment.  
Capital letters or bold & italic numbers indicate new material to be added to existing law.  
Dashes through the words or numbers indicate deletions from existing law.

SENATE  
Amended 2nd Reading  
April 17, 2025

eligible under the program may obtain necessary documents without charge at participating division of motor vehicles locations, participating vital statistics offices, or participating mobile units or from authorized representatives that offer driver's licenses, identification card services, or vital statistics certificates and reports.

The bill establishes that an individual may self-attest to the individual's eligibility under the program. The bill does not change the identity verification requirements that may be required to obtain a necessary document.

The bill also specifies that an individual who is eligible for the program is not subject to the fees charged by the department of revenue for driver's licenses or identification cards.

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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) The cost of identification documents can be prohibitive for  
5     some individuals, particularly individuals experiencing homelessness,  
6     individuals fleeing domestic violence, and individuals who have been  
7     displaced by a natural disaster;

8             (b) Without necessary identification documents, individuals  
9     cannot access financial services, drive legally, comply with certain law  
10    enforcement requests, or access health care, housing, employment, or  
11    public services and benefits;

12            (c) Since 2016, the necessary document program has provided a  
13    critical service to eligible individuals who are unable to pay for essential  
14    identification documents;

15            (d) Certain demographic groups, such as residents of rural  
16    Colorado; unaccompanied youth; individuals who are lesbian, gay,  
17    bisexual, or transgender; and Black people, Indigenous people, and other  
18    people of color, have been overrepresented in their participation in the  
19    necessary document program and may face additional barriers to

1 accessing the identification documents necessary to meet basic life needs;

2 (e) Because of the program's complicated structure, geographic  
3 inconsistencies, and low level of funding, which has remained stagnant  
4 since the program's creation, the necessary document program currently  
5 falls short of meeting statewide need by as much as 90%; and

6 (f) This has resulted in social service providers running out of  
7 vouchers to distribute to individuals in need, and, in some cases, the  
8 providers are covering costs out of their own pocket, which has resulted  
9 in social service providers having less money for other critical  
10 organizational functions.

11 (2) Therefore, the general assembly further declares that it is  
12 necessary to adjust the necessary document program to better meet the  
13 needs of Colorado by allowing eligible individuals access to identification  
14 documents available through the program at the point of service.

15 **SECTION 2. In Colorado Revised Statutes, 25-4-2205, amend**  
16 **(2)(l) and (2)(m); and add (2)(n) as follows:**

17 **25-4-2205. Powers and duties of the office of health equity -**  
18 **rules - working group. (2) The office has the following powers, duties,**  
19 **and functions:**

20 **(l) Building collaborative partnerships with communities to**  
21 **identify and promote health equity strategies; and**

22 **(m) Developing communications strategies regarding health**  
23 **equity; AND**

24 **(n) SEEKING, ACCEPTING, AND EXPENDING GIFTS, GRANTS, OR**  
25 **DONATIONS FROM PRIVATE OR PUBLIC SOURCES FOR THE PURPOSES OF THE**  
26 **NECESSARY DOCUMENT PROGRAM ESTABLISHED IN SECTION 25-4-2208.**

27 **SECTION 3. In Colorado Revised Statutes, 25-4-2208, amend**

1 (2) and (3); and **add (5)** as follows:

2 **25-4-2208. Necessary document program - report -**  
3 **appropriation - definition.** (2) (a) The office shall administer a  
4 necessary document program ~~The office shall make one or more grants~~  
5 ~~per fiscal year to, enter into one or more vendor contracts with, or both,~~  
6 ~~a nonprofit entity or collection of nonprofit entities that conduct a~~  
7 ~~collaborative identification project~~ to assist Colorado residents who are  
8 victims of domestic violence, ARE impacted by a natural disaster,  
9 ~~low-income, disabled, homeless, or elderly~~ EARN LOW INCOMES, HAVE  
10 DISABILITIES, ARE EXPERIENCING HOMELESSNESS, OR ARE ELDERLY and  
11 who are seeking documentation of their identity, status, or citizenship by  
12 paying the fees to acquire a necessary document.

13 (b) (I) ON AND AFTER JULY 1, 2027, AND TO THE EXTENT THAT  
14 MONEY APPROPRIATED TO THE OFFICE PURSUANT TO SUBSECTION (3)(a) OF  
15 THIS SECTION IS AVAILABLE, AN INDIVIDUAL SPECIFIED IN SUBSECTION  
16 (2)(a) OF THIS SECTION WHO NEEDS TO OBTAIN ANY NECESSARY  
17 DOCUMENTS MAY OBTAIN THE NECESSARY DOCUMENTS WITHOUT COST TO  
18 THE INDIVIDUAL AND WITHOUT A PHYSICAL VOUCHER AT:

19 (A) PARTICIPATING DIVISION OF MOTOR VEHICLES LOCATIONS;

20 (B) PARTICIPATING MOBILE UNITS OR FROM AUTHORIZED  
21 REPRESENTATIVES THAT OFFER DRIVER'S LICENSES, IDENTIFICATION CARD  
22 SERVICES, VITAL STATISTICS CERTIFICATES, VITAL STATISTICS REPORTS, OR  
23 RELATED DOCUMENTS AS DESCRIBED IN SUBSECTION (1)(c) OF THIS  
24 SECTION; OR

25 (C) PARTICIPATING VITAL STATISTICS OFFICES.

26 (II) AN INDIVIDUAL MAY SELF-ATTEST TO THE INDIVIDUAL'S  
27 ELIGIBILITY TO RECEIVE ASSISTANCE FROM THE NECESSARY DOCUMENT

1 PROGRAM.

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3 (c) NOTHING IN THIS SUBSECTION (2) CHANGES THE IDENTITY  
4 VERIFICATION REQUIREMENTS THAT MAY BE REQUIRED TO OBTAIN A  
5 NECESSARY DOCUMENT.

6 (3) (a) The general assembly shall annually appropriate to the  
7 office up to three hundred thousand dollars from the general fund. The  
8 office shall expend the money for the purposes specified in this section.  
9 ~~including up to fifteen thousand dollars for the office's direct and indirect~~  
10 ~~costs in administering the necessary document program.~~

11 (b) THE OFFICE SHALL USE THE MONEY APPROPRIATED PURSUANT  
12 TO SUBSECTION (3)(a) OF THIS SECTION FOR THE FOLLOWING:

13 (I) UP TO FIFTEEN THOUSAND DOLLARS FOR THE OFFICE'S DIRECT  
14 AND INDIRECT COSTS OF ADMINISTERING THE NECESSARY DOCUMENT  
15 PROGRAM;

16 (II) TO REIMBURSE THE DEPARTMENT FOR FEES FOR THE ISSUANCE  
17 OF VITAL STATISTICS CERTIFICATES, VITAL STATISTICS REPORTS, OR  
18 RELATED DOCUMENTS AS DESCRIBED IN SUBSECTIONS (1)(b)(III) AND  
19 (1)(c) OF THIS SECTION; AND

20 (III) TO REIMBURSE THE DEPARTMENT OF REVENUE FOR THE  
21 ISSUANCE OF DRIVER'S LICENSES, IDENTIFICATION CARDS, OR RELATED  
22 DOCUMENTS AS DESCRIBED IN SUBSECTIONS (1)(b)(I), (1)(b)(II), AND  
23 (1)(c) OF THIS SECTION.

24 (c) (I) THE DEPARTMENT AND THE DEPARTMENT OF REVENUE  
25 SHALL EACH SUBMIT REQUESTS TO THE OFFICE FOR REIMBURSEMENT  
26 BASED ON THE ACTUAL NUMBER OF NECESSARY DOCUMENTS ISSUED BY  
27 THE DEPARTMENT OR THE DEPARTMENT OF REVENUE AND IN THE MANNER

1 DETERMINED BY THE OFFICE.

2 (II) THE OFFICE SHALL PROVIDE REIMBURSEMENTS TO THE  
3 DEPARTMENT AND THE DEPARTMENT OF REVENUE IN A MANNER  
4 DETERMINED APPROPRIATE BY THE DEPARTMENT UNTIL THE MONEY  
5 APPROPRIATED TO THE OFFICE PURSUANT TO SUBSECTION (3)(a) OF THIS  
6 SECTION IS NO LONGER AVAILABLE.

7 (5) THE OFFICE MAY USE THE GIFTS, GRANTS, OR DONATIONS  
8 ACCEPTED BY THE OFFICE PURSUANT TO SECTION 25-4-2205 (2)(n) FOR  
9 THE PURPOSES OF THIS SECTION.

10 **SECTION 4.** In Colorado Revised Statutes, 42-2-114.5, **add** (8)  
11 as follows:

12 **42-2-114.5. Fees for driver's licenses, identification cards, and**  
13 **related services - crediting to DRIVES account - fee setting**  
14 **procedures - rules. (8) IF THERE IS MONEY AVAILABLE FROM THE**  
15 **APPROPRIATION MADE PURSUANT TO SECTION 25-4-2208 (3) OR THE GIFTS,**  
16 **GRANTS, OR DONATIONS ACCEPTED PURSUANT TO SECTION 25-4-2205**  
17 **(2)(n), THE DEPARTMENT SHALL NOT CHARGE OR COLLECT THE FEES**  
18 **ESTABLISHED IN THIS SECTION FROM AN INDIVIDUAL WHO DEMONSTRATES**  
19 **ELIGIBILITY TO RECEIVE ASSISTANCE UNDER THE NECESSARY DOCUMENT**  
20 **PROGRAM ESTABLISHED IN SECTION 25-4-2208 AND ADMINISTERED BY THE**  
21 **OFFICE OF HEALTH EQUITY IN THE DEPARTMENT OF PUBLIC HEALTH AND**  
22 **ENVIRONMENT.**

23 **SECTION 5.** In Colorado Revised Statutes, 42-2-306, **add** (3) as  
24 follows:

25 **42-2-306. Fees - disposition. (3) IF THERE IS MONEY AVAILABLE**  
26 **FROM THE APPROPRIATION MADE PURSUANT TO SECTION 25-4-2208 (3) OR**  
27 **THE GIFTS, GRANTS, OR DONATIONS ACCEPTED PURSUANT TO SECTION**

1     25-4-2205 (2)(n), THE DEPARTMENT SHALL NOT CHARGE OR COLLECT THE  
2     FEES ESTABLISHED IN THIS SECTION FROM AN INDIVIDUAL WHO  
3     DEMONSTRATES ELIGIBILITY TO RECEIVE ASSISTANCE UNDER THE  
4     NECESSARY DOCUMENT PROGRAM ESTABLISHED IN SECTION 25-4-2208  
5     AND ADMINISTERED BY THE OFFICE OF HEALTH EQUITY IN THE  
6     DEPARTMENT OF PUBLIC HEALTH AND ENVIRONMENT.

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