



Fiscal Note

Legislative Council Staff

Nonpartisan Services for Colorado's Legislature

HB 25-1148: CRIMINAL PROTECT ORDER & PROTECT ORDER VIOLATION

Prime Sponsors:

Rep. Bacon; Carter

Sen. Gonzales J.; Weissman

Fiscal Analyst:

Clayton Mayfield, 303-866-5851

clayton.mayfield@coleg.gov

Bill Outcome: Signed into Law

Drafting number: LLS 25-0453

Version: Final Fiscal Note

Date: June 18, 2025

Fiscal note status: The final fiscal note reflects the enacted bill.

Summary Information

Overview. The bill modifies procedures for protection orders issued pursuant to a criminal case.

Types of impacts. The bill is projected to affect the following areas on an ongoing basis starting in FY 2025-26:

- Minimal State Workload
- Local Government

Appropriations. No appropriation is required.

Table 1
State Fiscal Impacts

Type of Impact	Budget Year FY 2025-26	Out Year FY 2026-27
State Revenue	\$0	\$0
State Expenditures	\$0	\$0
Transferred Funds	\$0	\$0
Change in TABOR Refunds	\$0	\$0
Change in State FTE	0.0 FTE	0.0 FTE

Summary of Legislation

The bill modifies the procedures for protection orders issued pursuant to a criminal case and crimes related to violations of protection orders.

Criminal Protection Order Procedures

In criminal cases, a protection order is issued to restrain defendants from taking adverse action against witnesses or victims of alleged acts. Under current law, additional conditions may be attached to orders issued in domestic violence cases or cases for crimes covered by the Victim Rights Act (VRA).

Under the bill, protection orders include the following:

- information necessary to identify persons protected or locations prohibited by the order;
- any specific orders restraining defendants from taking adverse actions against witnesses or victims; and
- if the order is issued pursuant to a case involving domestic violence or crimes listed in the VRA.

The bill also limits protection orders to the protection of witnesses or victims, and prohibits orders from imposing conditions related to pretrial release. Additionally, orders must not contain conditions that are for the protection of a defendant, including a prohibition on the possession or consumption of alcohol or controlled substances. Prohibitions on the possession or consumption of alcohol or controlled substances may only be included if available information sufficiently supports a nexus with the safety of witnesses or victims, or, at the discretion of the court, in domestic violence or VRA cases. Additionally, at the time a criminal case is resolved, courts must review provisions of protection orders to determine if information is accurate and whether the order can be modified. Orders may be dismissed, except in domestic violence and VRA cases, if the court determines they are no longer necessary.

Crimes Related to Violations of Protection Orders

The bill updates the crime of violation of a protection order to include possession or consumption of alcohol or controlled substances if prohibited by a criminal protection order. The bill provides law enforcement officers with the discretion to arrest or seek arrest warrants for certain violations of protection orders that would constitute a crime. Under current law, any sentences for the crime of violation of a protection order must run consecutively with the underlying crime for which the protection order was issued. The bill limits this provision to apply only for certain crimes. Finally, the bill updates the definition of alcohol- or drug-related offender to reference violations of protection orders under the bill.

Comparable Crime Analysis

Legislative Council Staff is required to include certain information in the fiscal note for any bill that creates a new crime, changes the classification of an existing crime, or creates a new factual basis for an existing crime. The following section outlines crimes that are comparable to the offense in this bill and discusses assumptions on future rates of criminal convictions resulting from the bill.

Prior Conviction Data

This bill creates a new factual basis for the existing offense of violating a protection order, a class 2 misdemeanor, by including possession or consumption of alcohol or controlled substances when prohibited by a protection order. From FY 2021-22 to FY 2023-24, 74 persons have been convicted and sentenced for this offense. Of the persons convicted, 74 were male and 4 were female. Demographically, 56 were White, 20 were Black/African American, and 2 were Hispanic.

Assumptions

Since the bill explicitly prohibits protection orders from including possession or consumption of alcohol or controlled substance unless a nexus exists with the safety of victims or witnesses, this analysis assumes that under current law protection orders likely prohibit possession or consumption of alcohol or controlled substances. Additionally, law enforcement officers are currently required to arrest or seek the arrest of persons who violate any provision of a protection order. Based on these facts, this analysis assumes that there will be minimal or no additional case filings or convictions for the offense as changed by the bill. Due to the assumed minimal impact, any criminal justice impacts related to the offense as changed by the bill is assumed to be minimal and not discussed further in the note. Visit leg.colorado.gov/fiscalnotes for more information about criminal justice costs in fiscal notes.

State Expenditures

The bill increases workload in the trial courts of the Judicial Department to ensure protection order procedures comply with the provisions of the bill. This increase is expected to be minimal, and no change in appropriations is required.

Local Government

The bill increases district attorney workload to ensure that protection order procedures comply with the bill. District attorney offices are funded by counties.

Effective Date

The bill was signed into law by the Governor on April 30, 2025, and took effect on July 1, 2025.

State and Local Government Contacts

District Attorneys

Public Defender

Judicial

The revenue and expenditure impacts in this fiscal note represent changes from current law under the bill for each fiscal year. For additional information about fiscal notes, please visit the [General Assembly website](#).