

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

REVISED

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

LLS NO. 25-0151.01 Christopher McMichael x4775

SENATE BILL 25-008

SENATE SPONSORSHIP

Hinrichsen and Kipp, Cutter, Exum, Gonzales J., Jodeh, Michaelson Jenet, Mullica, Sullivan, Wallace, Weissman, Winter F.

HOUSE SPONSORSHIP

Froelich,

Senate Committees

Health & Human Services
Appropriations

House Committees

Transportation, Housing & Local Government
Appropriations

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.**

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.*

HOUSE
Amended 2nd Reading
April 29, 2025

SENATE
3rd Reading Unamended
April 21, 2025

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.

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

16 **SECTION 2.** In Colorado Revised Statutes, 25-4-2208, **amend**
17 (2) and (3); and **add (5)** as follows:

18 **25-4-2208. Necessary document program - report -**
19 **appropriation - definition.** (2) (a) The office shall administer a
20 necessary document program ~~The office shall make one or more grants~~
21 ~~per fiscal year to, enter into one or more vendor contracts with, or both,~~
22 ~~a nonprofit entity or collection of nonprofit entities that conduct a~~
23 ~~collaborative identification project~~ to assist Colorado residents who are
24 victims of domestic violence, ARE impacted by a natural disaster,
25 ~~low-income, disabled, homeless, or elderly~~ EARN LOW INCOMES, HAVE
26 DISABILITIES, ARE EXPERIENCING HOMELESSNESS, OR ARE ELDERLY and
27 who are seeking documentation of their identity, status, or citizenship by

1 paying the fees to acquire a necessary document.

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

8 (A) PARTICIPATING DIVISION OF MOTOR VEHICLES LOCATIONS;

9 (B) PARTICIPATING MOBILE UNITS OR FROM AUTHORIZED
10 REPRESENTATIVES THAT OFFER DRIVER'S LICENSES, IDENTIFICATION CARD
11 SERVICES, VITAL STATISTICS CERTIFICATES, VITAL STATISTICS REPORTS, OR
12 RELATED DOCUMENTS AS DESCRIBED IN SUBSECTION (1)(c) OF THIS
13 SECTION; OR

14 (C) PARTICIPATING VITAL STATISTICS OFFICES.

15 (II) AN INDIVIDUAL MAY SELF-ATTEST TO THE INDIVIDUAL'S
16 ELIGIBILITY TO RECEIVE ASSISTANCE FROM THE NECESSARY DOCUMENT
17 PROGRAM.

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19 (c) NOTHING IN THIS SUBSECTION (2) CHANGES THE IDENTITY
20 VERIFICATION REQUIREMENTS THAT MAY BE REQUIRED TO OBTAIN A
21 NECESSARY DOCUMENT.

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

27 (b) THE OFFICE SHALL USE THE MONEY APPROPRIATED PURSUANT

1 TO SUBSECTION (3)(a) OF THIS SECTION FOR THE FOLLOWING:

2 (I) UP TO FIFTEEN THOUSAND DOLLARS FOR THE OFFICE'S DIRECT
3 AND INDIRECT COSTS OF ADMINISTERING THE NECESSARY DOCUMENT
4 PROGRAM;

5 (II) TO REIMBURSE THE DEPARTMENT FOR FEES FOR THE ISSUANCE
6 OF VITAL STATISTICS CERTIFICATES, VITAL STATISTICS REPORTS, OR
7 RELATED DOCUMENTS AS DESCRIBED IN SUBSECTIONS (1)(b)(III) AND
8 (1)(c) OF THIS SECTION; AND

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

13 (c) (I) THE DEPARTMENT AND THE DEPARTMENT OF REVENUE
14 SHALL EACH SUBMIT REQUESTS TO THE OFFICE FOR REIMBURSEMENT
15 BASED ON THE ACTUAL NUMBER OF NECESSARY DOCUMENTS ISSUED BY
16 THE DEPARTMENT OR THE DEPARTMENT OF REVENUE AND IN THE MANNER
17 DETERMINED BY THE OFFICE.

18 (II) THE OFFICE SHALL PROVIDE REIMBURSEMENTS TO THE
19 DEPARTMENT AND THE DEPARTMENT OF REVENUE IN A MANNER
20 DETERMINED APPROPRIATE BY THE DEPARTMENT UNTIL THE MONEY
21 APPROPRIATED TO THE OFFICE PURSUANT TO SUBSECTION (3)(a) OF THIS
22 SECTION IS NO LONGER AVAILABLE.

23 (5) IN ADDITION TO THE MONEY APPROPRIATED TO THE OFFICE
24 PURSUANT TO SUBSECTION (3)(a) OF THIS SECTION, THE OFFICE MAY SEEK,
25 ACCEPT, AND EXPEND GIFTS, GRANTS, OR DONATIONS FROM PRIVATE OR
26 PUBLIC SOURCES FOR THE PURPOSES OF THIS SECTION.

27 **SECTION 3.** In Colorado Revised Statutes, 42-2-114.5, **add** (8)

1 as follows:

2 **42-2-114.5. Fees for driver's licenses, identification cards, and**
3 **related services - crediting to DRIVES account - fee setting**
4 **procedures - rules.** (8) IF THERE IS MONEY AVAILABLE FROM THE
5 APPROPRIATION MADE PURSUANT TO SECTION 25-4-2208 (3) OR THE GIFTS,
6 GRANTS, OR DONATIONS ACCEPTED PURSUANT TO SECTION 25-4-2208 (5),
7 THE DEPARTMENT SHALL NOT CHARGE OR COLLECT THE FEES ESTABLISHED
8 IN THIS SECTION FROM AN INDIVIDUAL WHO DEMONSTRATES ELIGIBILITY
9 TO RECEIVE ASSISTANCE UNDER THE NECESSARY DOCUMENT PROGRAM
10 ESTABLISHED IN SECTION 25-4-2208 AND ADMINISTERED BY THE OFFICE OF
11 HEALTH EQUITY IN THE DEPARTMENT OF PUBLIC HEALTH AND
12 ENVIRONMENT.

13 **SECTION 4.** In Colorado Revised Statutes, 42-2-306, **add** (3) as
14 follows:

15 **42-2-306. Fees - disposition.** (3) IF THERE IS MONEY AVAILABLE
16 FROM THE APPROPRIATION MADE PURSUANT TO SECTION 25-4-2208 (3) OR
17 THE GIFTS, GRANTS, OR DONATIONS ACCEPTED PURSUANT TO SECTION
18 25-4-2208 (5), THE DEPARTMENT SHALL NOT CHARGE OR COLLECT THE
19 FEES ESTABLISHED IN THIS SECTION FROM AN INDIVIDUAL WHO
20 DEMONSTRATES ELIGIBILITY TO RECEIVE ASSISTANCE UNDER THE
21 NECESSARY DOCUMENT PROGRAM ESTABLISHED IN SECTION 25-4-2208
22 AND ADMINISTERED BY THE OFFICE OF HEALTH EQUITY IN THE
23 DEPARTMENT OF PUBLIC HEALTH AND ENVIRONMENT.

24 **SECTION 5. Act subject to petition - effective date.** This act
25 takes effect at 12:01 a.m. on the day following the expiration of the
26 ninety-day period after final adjournment of the general assembly; except
27 that, if a referendum petition is filed pursuant to section 1 (3) of article V

1 of the state constitution against this act or an item, section, or part of this
2 act within such period, then the act, item, section, or part will not take
3 effect unless approved by the people at the general election to be held in
4 November 2026 and, in such case, will take effect on the date of the
5 official declaration of the vote thereon by the governor.