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. 25-0063.01 Megan McCall x4215

SENATE BILL 25-077

SENATE SPONSORSHIP

Kipp and Rich, Coleman, Gonzales J., Jodeh, Sullivan

HOUSE SPONSORSHIP

Carter and Soper,

Senate Committees

State, Veterans, & Military Affairs

House Committees

State, Civic, Military, & Veterans Affairs

A BILL FOR AN ACT

101 CONCERNING MODIFICATIONS TO THE "COLORADO OPEN RECORDS

102 ACT".

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 makes the following changes to the "Colorado Open Records Act" (CORA):

• Excludes from the definition of a "public record" a written document or electronic record that is produced by a device or application that is used to assist an individual with a disability or individuals with a language barrier to facilitate

HOUSE 2nd Reading Unamended March 27, 2025

SENATE 3rd Reading Unamended February 26, 2025

SENATE 2nd Reading Unamended February 25, 2025

Shading denotes HOUSE amendment. <u>Double underlining denotes SENATE amendment.</u>

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.

- communication if the written document or electronic record has been produced to facilitate communication in lieu of verbal communication;
- Changes the reasonable time to respond to a CORA request, except for requests from a mass medium or a newsperson, from 3 working days to 5 working days and changes the extension of time for the response period if extenuating circumstances exist from not exceeding 7 additional days to not exceeding 10 additional days;
- Adds an extenuating circumstance that allows for an extension of the response period when the custodian is not scheduled to work within the response period;
- Requires public entities to post any rules or policies adopted pursuant to CORA, including, if the public entity has one, the public entity's records retention policy, and to post information for members of the public regarding how to make a public records request;
- If public records are in the sole and exclusive custody and control of someone who is not scheduled to work within the response period, requires a custodian to provide all other available responsive public records within the response period and notify the requester of the earliest date on which the person is expected to be available or that the person is not expected to return to work. The requester may make a subsequent request for additional responsive records, if any, on or after the date the custodian provides.
- Allows a custodian, subject to certain exceptions, to determine that a request is made for the direct solicitation of business for pecuniary gain, requires the custodian to provide written notice of the determination to the requester, allows the custodian a 30-day response period for such a request, permits the requester to submit a signed statement affirming that the request is not for the direct solicitation of business for pecuniary gain which the custodian must consider in making their determination, permits the requester to appeal the determination that the request is made for the direct solicitation of business for pecuniary gain to the district court, and allows a custodian to charge the requester for the reasonable cost of directly responding to the request notwithstanding the allowance for the first hour of research and retrieval to otherwise be free of charge and notwithstanding the statutory cap on fees, which otherwise would apply;
- In addition to the prohibition on disclosing public elementary or secondary school students' addresses and

-2- 077

- telephone numbers, prohibits disclosure of any other information of such a student that could be used by a person to directly contact, address, or send a message to the student through any means or method;
- Clarifies that if a custodian imposes any requirements concerning the prepayment of fees or the payment of fees in connection with a request for inspection of public records, the requirements must be in accordance with the custodian's adopted rules or written policies and must not be inconsistent with the provisions of CORA;
- Allows a requester to ask a custodian for a reasonable break-down of costs that comprises the fee charged for the research and retrieval of the requested public records;
- Modifies the requirement that, if a custodian of records for a public entity allows members of the public to pay for any other service or product provided by the custodian with a credit card or electronic payment, then the custodian must allow a requester of a public record to pay any fee or deposit associated with the request with a credit card or electronic payment, to instead require that the custodian allow for payment in this manner if the public entity allows members of the public to pay for any other service or product provided by the public entity; and
- Allows a custodian to treat a CORA request made within 14 calendar days of another CORA request for information pertaining to facially similar content made by the same person as one request for purposes of calculating the fee that the custodian may charge the requester for research and retrieval of responsive public records.
- Be it enacted by the General Assembly of the State of Colorado:
- 2 SECTION 1. In Colorado Revised Statutes, 24-72-202, amend
- 3 (6)(b)(XVII) and (6)(b)(XVIII); and **add** (6)(b)(XIX) as follows:
- 4 **24-72-202. Definitions.** As used in this part 2, unless the context
- 5 otherwise requires:

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- 6 (6) (b) "Public records" does not include:
- 7 (XVII) A complaint of harassment or discrimination, as described
- 8 in section 22-1-143, that is unsubstantiated and all records related to the

-3-

077

I	unsubstantiated complaint, including records of an investigation into the
2	complaint; or
3	(XVIII) Jail assessments conducted pursuant to section 30-10-530
4	(5)(d) or 24-31-118; OR
5	(XIX) (A) A WRITTEN DOCUMENT OR ELECTRONIC RECORD THAT
6	IS PRODUCED BY A DEVICE OR APPLICATION THAT IS USED TO ASSIST AN
7	INDIVIDUAL WITH A DISABILITY TO FACILITATE COMMUNICATION IF THE
8	WRITTEN DOCUMENT OR ELECTRONIC RECORD HAS BEEN PRODUCED TO
9	FACILITATE COMMUNICATION FOR THE INDIVIDUAL WITH THE DISABILITY
10	IN LIEU OF VERBAL COMMUNICATION; OR
11	(B) A WRITTEN DOCUMENT OR ELECTRONIC RECORD THAT IS
12	PRODUCED BY A DEVICE OR APPLICATION THAT IS USED TO ASSIST
13	INDIVIDUALS WITH A LANGUAGE BARRIER TO FACILITATE COMMUNICATION
14	IF THE WRITTEN DOCUMENT OR ELECTRONIC RECORD HAS BEEN PRODUCED
15	TO FACILITATE COMMUNICATION BETWEEN THE INDIVIDUALS WITH A
16	LANGUAGE BARRIER IN LIEU OF VERBAL COMMUNICATION. AS USED IN THIS
17	SUBSECTION (6)(b)(XIX)(B), "LANGUAGE BARRIER" MEANS A DIFFICULTY
18	FOR INDIVIDUALS TO COMMUNICATE BECAUSE THE INDIVIDUALS SPEAK
19	DIFFERENT LANGUAGES OR DO NOT OTHERWISE SHARE A COMMON
20	LANGUAGE.
21	SECTION 2. In Colorado Revised Statutes, 24-72-203, amend
22	(3)(b) introductory portion, (3)(b)(I), (3)(b)(II) introductory portion,
23	(3)(b)(II)(B), $(3)(b)(III)$, $(3)(d)(I)$, and $(3)(d)(II)$; and add $(1)(c)$,
24	(3)(b)(IV), (3)(b.5), (3)(e), and (3)(f) as follows:
25	24-72-203. Public records open to inspection - definitions.
26	(1) (c) A PUBLIC ENTITY THAT HAS PUBLIC RECORDS THAT MAY BE
27	SUBJECT TO DISCLOSUDE DUDSHANT TO THIS DART? SHALL DOST ON ITS

-4- 077

WEBSITE ANY RULES OR POLICIES ADOPTED IN ACCORDANCE WITH THIS PART 2, INCLUDING RULES CONCERNING THE INSPECTION OF PUBLIC RECORDS. THE PUBLIC ENTITY SHALL ALSO POST ON ITS WEBSITE ANY RECORDS RETENTION POLICY THAT IT HAS AND SHALL PROVIDE ON ITS 5 WEBSITE INFORMATION TO MEMBERS OF THE PUBLIC CONCERNING HOW TO REQUEST INSPECTION OF PUBLIC RECORDS FROM A CUSTODIAN OF THE PUBLIC ENTITY. IF THE PUBLIC ENTITY DOES NOT HAVE A PUBLICLY ACCESSIBLE WEBSITE, THEN THE INFORMATION REQUIRED TO BE POSTED 9 PURSUANT TO THIS SUBSECTION (1)(c) MUST BE PHYSICALLY POSTED IN THE LOCATION DESIGNATED BY THE PUBLIC ENTITY FOR POSTING NOTICES.

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- (3) (b) The date and hour set for the inspection of records not readily available at the time of the request shall MUST be within a reasonable time after the request. As used in this subsection (3), a "reasonable time" shall be IS presumed to be three FIVE working days or less. Such period may be extended if extenuating circumstances exist. However, such period of extension shall not exceed seven TEN working days. A finding that extenuating circumstances exist shall MUST be made in writing by the custodian and shall MUST be provided to the person making the request within the three-day FIVE-DAY period. Extenuating circumstances shall apply only when:
- (I) A broadly stated request is made that encompasses all or substantially all of a large category of records and the request is without sufficient specificity to allow the custodian reasonably to prepare or gather the records within the three-day FIVE-DAY period; or
- (II) A broadly stated request is made that encompasses all or substantially all of a large category of records and the agency is unable to prepare or gather the records within the three-day FIVE-DAY period

-5-077

because:

- (B) In the case of the general assembly or its staff or service agencies, the general assembly is in session; or
 - (III) A request involves such a large volume of records that the custodian cannot reasonably prepare or gather the records within the three-day FIVE-DAY period without substantially interfering with the custodian's obligation to perform his or her THE CUSTODIAN'S other public service responsibilities; OR
 - (IV) THE CUSTODIAN, OR A PERSON WHO IS ESSENTIAL TO THE PROCESS OF RESPONDING TO REQUESTS, IS NOT SCHEDULED TO WORK WITHIN ALL OR PART OF THE FIVE-DAY PERIOD.
 - (b.5) Notwithstanding the periods set forth in subsection (3)(b) of this section, a "reasonable time" to respond to a request made by a mass medium, as defined in section 13-90-119 (1)(a), or a newsperson, as defined in section 13-90-119 (1)(c), is presumed to be three working days or less, and such period may be extended up to an additional seven working days if extendating circumstances exist as set forth in subsection (3)(b) of this section.
 - (d) Notwithstanding any other provision of this section, if the public records requested are election-related and are in the custody and control of a county clerk and recorder but are in active use, in storage, or otherwise not readily available at the time a requester asks to examine them, and the request is made during an election for which the county clerk and recorder is the designated election official, the county clerk and recorder may, at the county clerk and recorder's discretion, take additional time to fulfill the request as specified in this subsection (3)(d); except that

-6-

1 the provisions of this subsection (3)(d) do not apply if the requester of the

public records is a mass medium organization as defined in section

- 3 13-90-119(1)(a), or a newsperson, as defined in section 13-90-119(1)(c).
- 4 The county clerk and recorder may take additional time to fulfill the
- 5 request as follows:

- (I) During the period beginning on the sixtieth day before election day and concluding with the date by which the county clerk and recorder certifies the final official abstract of votes cast for the applicable election, the county clerk and recorder may extend the period for production of records up to an additional ten working days past the seven-day TEN-DAY extension allowed under subsection (3)(b) of this section;
 - (II) The county clerk and recorder shall provide written notice of the extension to the requester within three FIVE working days from the date of the request;
 - (e) (I) (A) IF A CUSTODIAN, DESPITE EXPENDING REASONABLE EFFORT, IS UNABLE TO DETERMINE OR ACCESS PUBLIC RECORDS THAT MAY BE RESPONSIVE TO A REQUEST BECAUSE THE PUBLIC RECORDS MAY BE IN THE SOLE AND EXCLUSIVE CUSTODY AND CONTROL OF ANOTHER EMPLOYEE, VOLUNTEER, DIRECTOR, AGENT, ELECTED OFFICIAL, OR OTHER PERSON AUTHORIZED TO HAVE CUSTODY AND CONTROL OF THE PUBLIC RECORDS WHO IS ON LEAVE, NOT ON CONTRACT, OR OTHERWISE NOT SCHEDULED TO WORK WITHIN THE APPLICABLE RESPONSE PERIOD, THE CUSTODIAN SHALL PROVIDE WITHIN THE APPLICABLE RESPONSE PERIOD ALL OTHER AVAILABLE RESPONSIVE PUBLIC RECORDS IN ACCORDANCE WITH THIS PART 2. THE CUSTODIAN SHALL NOTIFY THE REQUESTER OF THE EARLIEST DATE ON WHICH THE OTHER PERSON WHO MAY HAVE ANY ADDITIONAL POTENTIALLY RESPONSIVE PUBLIC RECORDS IS EXPECTED TO

-7- 077

1	BE AVAILABLE AND IF THE PERSON'S RETURN DATE IS UNABLE TO BE
2	DETERMINED AT THE TIME OF THE REQUEST, THE CUSTODIAN SHALL
3	NOTIFY THE REQUESTER OF THE DATE OF THE PERSON'S RETURN AS SOON
4	AS IT IS ABLE TO BE DETERMINED OR, IF THE PERSON IS NOT EXPECTED TO
5	RETURN TO WORK, THE CUSTODIAN SHALL PROVIDE NOTICE TO THE
6	REQUESTER OF THAT. THE REQUESTER MAY SUBMIT A NEW REQUEST FOR
7	ANY ADDITIONAL POTENTIALLY RESPONSIVE PUBLIC RECORDS ON OR
8	AFTER THE DATE THAT THE CUSTODIAN PROVIDES.
9	(B) This subsection (3)(e) is not intended to be utilized to
10	INTENTIONALLY DELAY OR CIRCUMVENT THE RELEASE OF PUBLIC RECORDS
11	AND IT DOES NOT EXEMPT A CUSTODIAN'S RESPONSIBILITY TO MAINTAIN
12	REASONABLE ACCESS TO PUBLIC RECORDS.
13	(II) The provisions set forth in this subsection (3)(e) do not
14	MODIFY THE PROVISIONS SET FORTH IN SUBSECTION (2)(a) OF THIS
15	SECTION.
16	(III) AS USED IN THIS SUBSECTION (3)(e), UNLESS THE CONTEXT
17	OTHERWISE REQUIRES, "APPLICABLE RESPONSE PERIOD" MEANS:
18	(A) THE FIVE-DAY PERIOD OR THE TEN-DAY EXTENSION SET FORTH
19	IN SUBSECTION (3)(b) OF THIS SECTION;
20	(B) THE THREE-DAY PERIOD OR THE SEVEN-DAY EXTENSION SET
21	FORTH IN SUBSECTION (3)(b.5) OF THIS SECTION; OR
22	(C) THE PERIOD INCLUDING THE ADDITIONAL TEN-DAY PERIOD SET
23	FORTH IN SUBSECTION $(3)(d)(I)$ OF THIS SECTION.
24	(f) (I) If a custodian determines that requested public
25	RECORDS WILL BE USED FOR THE DIRECT SOLICITATION OF BUSINESS FOR
26	PECUNIARY GAIN, THE CUSTODIAN SHALL PROVIDE THE REQUESTER WITH
27	WRITTEN NOTICE OF THE DETERMINATION WITHIN THE THREE-DAY OR

-8- 077

1 FIVE-DAY PERIOD, AS APPLICABLE, AND, NOTWITHSTANDING ANY OTHER 2 PROVISION OF THIS SECTION, IN SETTING A DATE AND HOUR FOR RECORDS 3 TO BE AVAILABLE FOR INSPECTION, THE CUSTODIAN SHALL HAVE THIRTY 4 WORKING DAYS FROM PROVIDING THE NOTICE. A REQUESTER MAY SUBMIT 5 WITH A REQUEST A SIGNED STATEMENT AFFIRMING THAT THE REQUESTED 6 PUBLIC RECORDS WILL NOT BE USED FOR THE DIRECT SOLICITATION OF 7 BUSINESS FOR PECUNIARY GAIN, WHICH THE CUSTODIAN MUST CONSIDER 8 IN MAKING THE CUSTODIAN'S DETERMINATION PURSUANT TO THIS 9 SUBSECTION (3)(f)(I). THE CUSTODIAN SHALL NOT CONSIDER IF THE 10 REQUESTER MAY RECEIVE ANY MONETARY OR EQUITABLE AWARD 11 PURSUANT TO LITIGATION IN MAKING THE DETERMINATION OF WHETHER 12 A REQUEST IS FOR THE DIRECT SOLICITATION OF BUSINESS FOR PECUNIARY 13 GAIN. 14 (II) A REQUESTER THAT MAKES A REQUEST THAT HAS BEEN 15 DETERMINED BY A CUSTODIAN TO BE FOR THE DIRECT SOLICITATION OF 16 BUSINESS FOR PECUNIARY GAIN MAY APPLY TO THE DISTRICT COURT OF 17 THE DISTRICT IN WHICH THE REQUESTED PUBLIC RECORDS ARE LOCATED 18 FOR A DETERMINATION THAT THE REQUEST IS NOT FOR THE DIRECT 19 SOLICITATION OF BUSINESS FOR PECUNIARY GAIN. THE COURT SHALL 20 REVIEW THE MATTER AT THE EARLIEST PRACTICAL TIME AND HAS 21 DISCRETION TO LIMIT ITS REVIEW TO SUBMISSION OF PLEADINGS, 22 AFFIDAVITS, AND OTHER MATERIAL AS DEEMED APPROPRIATE BY THE 23 COURT, OR THE COURT MAY SCHEDULE A HEARING. IN ITS REVIEW, THE 24 COURT SHALL APPLY AN ABUSE OF DISCRETION STANDARD TO THE 25 CUSTODIAN'S DETERMINATION. 26 (III) NOTWITHSTANDING SECTION 24-72-205 (6)(a), A CUSTODIAN 27 IS ENTITLED TO RECOVER THE REASONABLE COST ASSOCIATED WITH

-9- 077

1	DIRECTLY RESPONDING TO A REQUEST FOR RECORDS THAT HAS BEEN
2	DETERMINED BY THE CUSTODIAN TO BE FOR THE DIRECT SOLICITATION OF
3	BUSINESS FOR PECUNIARY GAIN.
4	(IV) A REQUEST FOR PUBLIC RECORDS FOR PURPOSES RELATED TO
5	COLLECTIVE BARGAINING, ORGANIZING, OR OTHER RIGHTS AND ACTIVITIES
6	PROTECTED BY ARTICLE 33 OF TITLE 29 BY AN ENTITY ENGAGED IN
7	COLLECTIVE BARGAINING, ORGANIZING, OR OTHER RIGHTS AND ACTIVITIES
8	PROTECTED BY ARTICLE 33 OF TITLE 29 IS NOT A REQUEST FOR THE DIRECT
9	SOLICITATION OF BUSINESS FOR PECUNIARY GAIN.
10	(V) This subsection (3)(f) does not apply to a contract or
11	OTHER INFORMATION DELIVERED USING COMPUTER DATA EXTRACTION
12	METHODS THAT REQUIRE MINIMAL HUMAN INTERVENTION FOR RETRIEVAL.
13	SECTION 3. In Colorado Revised Statutes, 24-72-204, amend
14	(3)(a)(VI) as follows:
15	24-72-204. Allowance or denial of inspection - grounds -
16	procedure - appeal - definitions - repeal. (3) (a) The custodian shall
17	deny the right of inspection of the following records, unless otherwise
18	provided by law; except that the custodian shall make any of the
19	following records, other than letters of reference concerning employment,
20	licensing, or issuance of permits, available to the person in interest in
21	accordance with this subsection (3):
22	(VI) Except as provided in section 1-2-227, addresses and
23	telephone numbers of students in any public elementary or secondary
24	school AND ANY OTHER INFORMATION OF STUDENTS IN ANY PUBLIC
25	ELEMENTARY OR SECONDARY SCHOOL THAT COULD BE USED BY A PERSON
26	
	TO DIRECTLY CONTACT, ADDRESS, OR SEND A MESSAGE TO THE STUDENT

-10- 077

1	SECTION 4. In Colorado Revised Statutes, 24-72-205, amend
2	(6)(a) and (7); and add (6)(c) and (8) as follows:
3	24-72-205. Copy, printout, or photograph of a public record
4	- imposition of research and retrieval fee. (6) (a) A custodian may
5	impose a fee in response to a request for the research and retrieval of
6	public records only if the custodian has, prior to the date of receiving the
7	request, either posted on the custodian's website or otherwise published
8	a written policy that specifies the applicable conditions concerning the
9	research and retrieval of public records by the custodian, including the
10	amount of any current fee. Under any such policy, the custodian shall not
11	impose a charge for the first hour of time expended in connection with the
12	research and retrieval of public records. After the first hour of time has
13	been expended, the custodian may charge a fee for the research and
14	retrieval of public records that shall not exceed thirty dollars per hour. IF
15	REQUESTED, A CUSTODIAN SHALL PROVIDE A REASONABLE BREAK-DOWN
16	OF COSTS THAT COMPRISES THE FEE CHARGED FOR THE RESEARCH AND
17	RETRIEVAL OF PUBLIC RECORDS AUTHORIZED PURSUANT TO THIS
18	SUBSECTION $(6)(a)$.
19	(c) FOR PURPOSES OF THE FEE CHARGED PURSUANT TO THIS
20	SUBSECTION (6), A CUSTODIAN MAY TREAT A REQUEST FOR PUBLIC
21	RECORDS MADE WITHIN FOURTEEN CALENDAR DAYS OF ANOTHER REQUEST
22	FOR INFORMATION PERTAINING TO FACIALLY SIMILAR CONTENT MADE BY
23	THE SAME PERSON AS ONE REQUEST AND NOT AS MULTIPLE INDIVIDUAL
24	REQUESTS; EXCEPT THAT THIS SUBSECTION (6)(c) DOES NOT APPLY TO
25	REQUESTS MADE BY A MASS MEDIUM, AS DEFINED IN SECTION 13-90-119
26	(1)(a), or a newsperson, as defined in section 13-90-119 (1)(c).
27	(7) If a custodian of a public record requested pursuant to this part

-11- 077

2 PUBLIC ENTITY allows members of the public to pay for any other service or product provided by the custodian PUBLIC ENTITY with a credit card or electronic payment, the A custodian OF THE PUBLIC ENTITY AND OF A PUBLIC RECORD REQUESTED PURSUANT TO THIS PART 2 must allow the requester of the public record to pay any fee or deposit associated with the request with a credit card or via an electronic payment. The custodian may require a requester to pay any service charge or fee imposed by the processor of a credit card or electronic payment.

(8) IF A CUSTODIAN IMPOSES ANY REQUIREMENTS CONCERNING THE PREPAYMENT OF FEES OR THE PAYMENT OF FEES IN CONNECTION WITH A REQUEST FOR INSPECTION OF PUBLIC RECORDS, THE REQUIREMENTS MUST BE IN ACCORDANCE WITH THE CUSTODIAN'S ADOPTED RULES OR WRITTEN POLICIES PURSUANT TO THIS PART 2 AND MUST NOT BE INCONSISTENT WITH THE PROVISIONS SET FORTH IN THIS SECTION.

SECTION 5. Act subject to petition - effective date - applicability. (1) 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.

(2) This act applies to requests for public records made pursuant to article 72 of title 24, Colorado Revised Statutes, on or after the applicable effective date of this act.

-12-