



## INTRODUCTION

The first regular session of the 75th General Assembly convened on January 8th and adjourned on May 7th. The composition of both chambers changed since last year, with 23 new members in the House and 11 new Senators, including several who moved from the House to the Senate. Democrats maintained their majority in both chambers, but lost three House seats, costing them their supermajority. The balance in the Senate was unchanged, with 23 Democrats and 12 Republicans in the chamber. Leadership remained the same as in the previous legislative session, with the exception of newly-elected Senate President James Coleman. Robert Rodriguez continued on as Majority Leader and Paul Lundeen as Senate Minority Leader. In the House, Julie McCluskie, Monica Duran, and Rose Pugliese remained in their leadership positions – Speaker of the House, Majority Leader, and House Minority Leader, respectively.

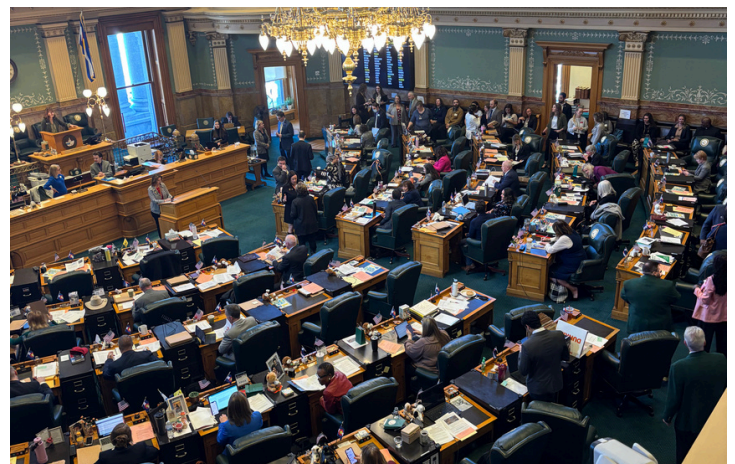
Concerns around proposed budget cuts and other actions by the Trump administration and Republican-controlled Congress and Colorado's own staggering budget shortfall set the tone for the legislative session. Governor Jared Polis continued to significantly influence policy outcomes, wielding veto threats, and in some cases, vetoing high-profile bills. In total, 487 of the 657 introduced bills passed and were sent to the Governor (74%), many becoming casualties of the cutthroat budgeting process.

This year, the Coalition continued to prioritize our four broad policy areas: homelessness, affordable housing, health, and economic justice. While no legislative session is without its losses, many important policies passed and harmful ones were stopped.

## BUDGET ENVIRONMENT

The legislative session began with a \$1.2 billion deficit, which legislators were charged with correcting. The Joint Budget Committee (JBC) managed to balance the \$43.9 billion budget (3.6 percent increase over FY 2024-25) through cutting programs, dipping into state

reserves, and “sweeping” interest generated from cash funds to shore up the General Fund. While the state failed to keep up with inflation in any area of the budget – including an insufficient increase to Medicaid provider rates – the impact of the challenging budget environment was less severe than expected. Still, little funding was left for new or expanded programs, which meant bills with a price tag had to be significantly amended or rely on gifts, grants, and donations rather than state dollars to have a chance of passing. It is important to note that many of the budget-balancing strategies used this year will not be available next year, delaying but not resolving the budget crisis in a sustainable way.



The Taxpayer's Bill of Rights (TABOR), dwindling federal funding through the American Rescue Plan Act (ARPA), and increasing Medicaid caseloads contributed to the deep structural deficit. These issues will continue to strain Colorado's budget and legislators' ability to make meaningful policy change. TABOR limits the amount of revenue the State of Colorado can retain and spend based on the prior fiscal year's revenue plus inflation and population growth. This year, the state is expected to send \$108 million back to taxpayers in the form of TABOR refunds this year. Over the past 10 years, Colorado has sent back more than \$9 billion, funding that could have otherwise been invested in strengthening state programs, improving infrastructure and maintaining a healthy budget. Voters will likely see future legislative efforts and measures on the November 2026 ballot to address these revenue challenges in a structural, lasting way.

Despite the challenging budget environment, lawmakers tried to protect Colorado from threats to funding on the federal level, including Medicaid. They created a bridge to help preserve the healthcare safety net (SB25-290 described below) in the short term, but federal budget cuts will likely require legislators to reconvene for a special legislative session.

## BILL POSITIONS EXPLAINED

<b>SUPPORT</b>	In favor of a bill's passage
<b>OPPOSE</b>	Against a bill's passage
<b>AMEND</b>	Seeking changes
<b>MONITOR</b>	Interested in certain bill provisions; may or may not take a support or oppose position

## ADVOCACY

The Coalition's Education & Advocacy (E&A) team is fortunate to have the opportunity to influence every part of Colorado's policy-making process. This includes identifying issues with possible policy solutions – often with the help of direct service staff, drafting bill language and amendments, participating in stakeholder convenings, engaging in direct and grassroots lobbying, and providing public and written testimony. Following the legislative session, the Coalition also monitors the implementation of policies to ensure that they are working as intended.

With guidance from contract lobbyist Danny McCarthy with Mendez, Barkis & Associates, the Coalition tracked 198 of the 657 introduced bills (30%), not including resolutions. CCH actively engaged on 43 bills (including one resolution) and achieved the desired outcome on 38 for a 88% success rate. This calculation includes outright successes (i.e. the Coalition supported the bill and it passed or opposed the bill and it failed) as well as bills on which the Coalition took an amend or monitor position and either passed or failed. The bills are listed and linked along with their outcomes in the table below. Our engagement on many, but not all, of these bills is detailed in the following narrative. E&A team members and other staff members testified 34 times (26 live and 8 written) on 22 bills. CCH sent out five action alerts to its 31,400-member network, resulting in thousands of messages to legislators and Governor Polis urging action on key bills.



This year, 60 people – including staff, clients, and community members – attended Lobby Day where they advocated in support of three Coalition-led bills, HB25-1032, SB25-008, and HB25-1168 (see below for explanations of these bills). Participants had conversations with at least 16 legislators, with nearly all taking part in at least one conversation. The E&A team seeks to make advocacy accessible, meaningful, and fun, and this event is a powerful way to spark engagement with the policy process.

**198** NUMBER OF BILLS TRACKED THIS SESSION BY CCH

**43** NUMBER OF BILLS CCH ACTIVELY ENGAGED ON

**38** NUMBER OF BILLS WHICH ACHIEVED DESIRED OUTCOME

## PRIORITY POLICY AREAS

*Note, legislative votes are listed in the following format: yes-no-excused. Final bill language, fiscal notes, and complete vote counts can be accessed by clicking the links in the bill report below.*

## HOMELESSNESS

Homelessness is impacted by policy choices in a wide range of issue areas. The intersections may be obvious or may require thoughtful analysis to identify.

In partnership with Enterprise Community Partners, the Coalition spearheaded the first proactive legislative effort to coordinate statewide strategy for



homelessness resolution in recent memory. **HB25-1032, Improving Infrastructure to Reduce Homelessness (Reps. Rutinel & Velasco)**, sought to improve infrastructure for preventing and responding to homelessness by 1) establishing an Interagency Council on Homelessness and Advisory Committee; 2) allowing like-minded local governments to create Regional Homelessness Response Authorities; and 3) permitting local governments to use their state-mandated collection of a documentary fee to both offset administrative costs of real estate transactions as well as to offset the costs of affordable housing and housing for people experiencing homelessness in their communities. Despite broad support, this bill died on the calendar, meaning it was not passed by midnight on the final day of the legislative session.



The Colorado Department of Local Affairs (DOLA, the administering agency) and the Governor's Office believed that the bill would require additional staff time to implement, resulting in a modest fiscal note. Due to the challenging budget environment, most bills with a financial impact to the state in fiscal year 2025-2026 that had not already been accounted for in "orbital" budget bills (separate bills that make statutory changes and are considered part of the budget package) failed. The budget - or Long Bill - passed later this year than usual, creating a sense of urgency in the last month of session. Despite making multiple amendments at the request of DOLA and the Governor's Office, including allowing the Interagency Council to be funded by gifts, grants, and donations, there was not enough time to draft and pass a final amendment to eliminate the fiscal note. While the Coalition and its partners are disappointed, legislators have offered strong assurances that they will support a renewed effort on this bill next year.

The Coalition found itself in a defensive posture this year, opposing several bills that would have harmed people experiencing homelessness either overtly or

through the likelihood of unintended consequences (see also the section on criminal legal reform).

Two bills attempted to increase the criminalization of homelessness. The first, **HB25-1104, Squatting Prohibited (Rep. Keltie)**, would have created a new criminal charge for squatting. The Coalition argued that the bill was duplicative and unnecessary, as existing law already provides sufficient remedies for a property owner to remove an individual on the basis of forcible entry and detainer (FED, the typical eviction process) or trespassing. A tenancy can be terminated for nonpayment of rent, unlawful possession of property, or violations that occur on the property that endanger others or the property, including violent or drug-related offenses. In Colorado, criminal trespass can be in the first, second, or third degree, with penalties ranging from a misdemeanor and a small fine to a felony with up to a \$100,000 fine. The bill would also have circumvented judicial due process and been used to target people experiencing homelessness. Members of the House Judiciary Committee responded to advocates' concerns by killing the bill on a party line vote, meaning that all legislators within their respective political parties voted the same way, with the Democratic majority voting the bill down.

The second bill, **HB25-1142, Increase Penalty for Failure to Exit Premises (Reps. Phillips & Armagost)**, would have increased the criminal penalty for failing or refusing to leave a premises or property upon request of a peace officer from a misdemeanor to a felony. The Coalition and its partners expressed concern about subjective enforcement disproportionately targeting individuals experiencing mental health crises or homelessness, exacerbating their vulnerabilities, rather than providing them with the support they need. Individuals could be profiled based on their appearance or perceived status, even when they may be causing no harm. For example, a person may be waiting out a storm in the Denver Union Station bathroom and be asked to leave by police. Carrying all their belongings on their back, appearing unclean, or basic acts of survival may be their only offenses, and instead of de-escalating an interaction, the new threat of a felony would likely escalate it. Further, proponents of the bill argued that it could be used to allow for more extreme force when removing tenants from their homes in eviction cases, which raises the concern of miscommunication between courts and sheriffs when judgements against tenants are vacated at the last minute, but the removal proceeds. This bill was also killed in House Judiciary on a party line vote.

# HOUSING

Homelessness is, at its core, a housing problem. In 2025, Colorado was ranked the 6th least affordable state for housing by the National Low Income Housing Coalition. As a result of increasing unaffordability, homelessness has grown dramatically in recent years. Housing – including policies related to development, operations, and renters’ protections – remained a high priority for legislators and advocates this year. At least 25 bills on this topic were introduced.

## *Development & Operations*

The Coalition supported key bills related to the development and operations of housing this year.

**HB25-1019, Third Party Administration of Division of Housing Programs (Rep. Sirota; Sen. Hinrichsen)**, specifies that a third-party contractor or grantee may administer housing programs in the Division of Housing (DOH) in the Colorado Department of Local Affairs (DOLA) for people experiencing homelessness. Under current law, the DOH is already required to operate a program serving this population, including provision of rental assistance, housing vouchers, and eviction defense assistance, including legal, financial, and case management. The bill allows DOLA to hire a third-party contractor, which could include nonprofit organizations like CCH, to operate the program on its behalf. The bill passed on a vote of 41-21-3 in the House and a vote of 21-12-2 in the Senate.

**HB25-1093, Limitations on Local Anti-Growth Land Use Policies (Reps. Stewart & Barron; Sens. Ball & Hinrichsen)**, addressed concerns around local anti-growth land use policies. While recently passed law preempts anti-growth laws that limit population growth or allowable permits, this bill clarifies that anti-growth laws include restrictions on a particular housing type that exceed a governmental entity's zoning or building codes. Anti-growth laws are harmful because they restrict the supply of affordable housing in areas where demand is high, leading to sprawl, displacement, economic inequality, and even homelessness. The Coalition was pleased to see this bill pass on votes of 43-21-1 in the House and 21-13-0 in the Senate. The bill was then repassed in the House 47-16-0.

The Coalition also supported **HB25-1030, Accessibility Standards in Building Codes (Reps. Joseph & Stewart; Sens. Cutter & Winter)**, which

requires local governments, the Department of Public Safety, and DOLA to adopt internationally-recognized building code and accessibility standards. CCH is proud to be a leader in developing housing based on universal design principles. The bill passed 41-22-2 in the House, 22-13-1 in the Senate, and 39-21-5 to repass in the House, and will require other housing developers to create accessible homes for all.

Two housing bills required significant engagement from the Coalition this year to encourage greater affordability in exchange for a public/state benefit. **HB25-1169, Housing Developments on Faith and Educational Land (Reps. Boesenecker & Mabrey; Sens. Gonzales & Exum)**, also known as Yes in God's Backyard or YIGBY, aimed to enable faith and educational institutions to develop affordable housing on their properties without extended re-zoning and permitting processes. CCH pushed for explicit, deep affordability requirements and for nonprofit organizations to be included as eligible institutions. While some progress was made on affordability, nonprofits were not included in the final version of the bill. Ultimately, the bill died on the calendar because time ran too short to resolve issues related to local control by local governments and concerns related to what type of religious institutions would be eligible for the benefit.



**SB25-167, Invest State Funds to Benefit Communities (Sens. Amabile & Frizell; Reps. Bird & Lukens)**, as introduced, would have made changes to state investments in housing and education. The Coalition was supportive of the provision that would have used the Unclaimed Property Fund to support a revolving loan fund for housing, but opposed the provision that would have taken funding away from the Housing Development Grant Fund. Ultimately, both pieces of the bill were eliminated, moving CCH from an amend to a monitor position. The bill passed on votes of 27-8-0 in the Senate, 45-19-1 in the House, and 24-11-0 to repass in the Senate.

Two final housing-related funding bills were introduced late in session as “orbital” bills to the Long Bill and required Coalition engagement. **SB25-313, Proposition 123 Revenue Uses (Sens. Amabile & Bridges; Reps. Bird & Sirota)**, clarified that Proposition 123 funds passed by voters in 2022 were intended to “supplement” not “supplant” current housing funding and that the state must fund housing programs at levels not to fall below current year funding. Debate centered on which types of funds would be included in that baseline calculation. The bill included both tax credits and direct funding, which may create confusion in future years and require adjustment. The bill passed on votes of 28-7-0 in the Senate and 43-21-1 in the House. The second bill, **SB25-317, Transfer Cash Fund Investment Earnings to General Fund (Sens. Kirkmeyer & Bridges, Reps. Bird & Taggart)**, took interest earnings from many funds, including the Housing Development Grant Fund, to shore up the General Fund. The Coalition advocated to protect the interest earnings, and will likely need to engage on legislation to do so in future years. The bill passed 32-3-0 in the Senate and 43-21-1 in the House.

## *Renters’ Protections*

This year, the Coalition was also active in renters’ protections to provide greater security for renters, who are more at risk of entering the cycle of homelessness. The top priority was **HB25-1168, Housing Protections for Victim-Survivors (Reps. Lindsay & Espenosa; Sen. Weissman)**. CCH worked with the Colorado Poverty Law Project (CPLP) and the Women’s Foundation of Colorado to develop the concept, draft the bill language, and shepherd it through the legislative process. The bill will bolster housing security, expand access to the courts and uphold due process to prevent eviction, and address immediate safety concerns of victim-survivors of gender-based violence (GBV), including domestic violence, abuse, stalking, and unlawful sexual behavior. For Coloradans who experience GBV, the pain and trauma that it causes often contributes to long-lasting economic consequences, including housing instability. Too often, victim-survivors are confronted with the choice between escaping a dangerous situation while risking their housing or remaining stably housed and possibly facing further abuse. In addition, gender-based violence is often concurrent with financial abuse or economic coercion, and as a result, renters who experience GBV may temporarily fall behind on rent,

struggle to access credit, or be isolated from support networks and services. Most notably, under this law, Colorado will be the only state in the nation that offers a 9-month repayment plan for unpaid rent due to GBV. The bill passed 40-22-3 in the House and 23-11-1 in the Senate. The House concurred with Senate amendments and repassed 41-21-3. It was signed by the Governor on May 22nd.



The Coalition also worked with CPLP and Enterprise Community Partners to draft **HB25-1240, Protections for Tenants with Housing Subsidies (Reps. Joseph & Froelich; Sen. Winter)**, which establishes key protections for tenants with housing subsidies including 1) increasing penalties for violation of source of income laws; 2) codifying the federal CARES Act provision requiring 30 days’ notice before a nonpayment eviction in federally-subsidized housing; 3) requiring landlords to cooperate with emergency rental assistance programs; and 4) ensuring that tenants receive appropriate compensation when their unit is rendered uninhabitable, regardless of their subsidy for rent. After extensive negotiations, the bill passed on votes of 37-22-6 in the House, 22-12-1 in the Senate, and 39-22-4 to repass in the House.

Three other bills meaningfully improved tenants’ rights this year. First, **HB25-1090, Protections Against Deceptive Pricing Practices (Reps. Ricks & Sirota; Sen. Weissman)**, expands transparency around the cost of goods and services and restricts junk fees without disclosure. CCH’s focus was on the bill’s provisions aimed at enhancing transparency and fairness in housing to protect tenants – many of whom are cost burdened and living on the edge of homelessness – from deceptive pricing, inflated fees, and charges for things like pest control which are part of a landlord’s basic responsibilities under state habitability laws. This will allow tenants to make informed decisions without the risk of unexpected costs undermining their financial stability. The Coalition strives to model best practices as a landlord,



and to advocate for policy changes in line with these practices. This bill is a great example of balanced policy, and the Coalition was pleased to see it pass 41-21-3 in the House, 21-12-1 in the Senate, and 41-21-3 to repass in the House.

Second, **HB25-1236, Residential Tenant Screening (Reps. Lindsay & Zokaie; Sens. Weissman & Jodeh)**, makes needed adjustments to a previous bill (**HB23-1099**) which allowed prospective tenants to use portable tenant screening reports. Third, **HB25-1004, No Pricing Coordination Between Landlords (Reps. Woodrow & Mabrey)**, which prohibits landlords from coordinating to raise, lower, change, maintain or manipulate the price of rent. The former passed 36-29-0 in the House, 20-15-0 in the Senate, and 35-28-2 to repass in the House. The latter passed 43-22-0 in the House, 22-12-1 in the Senate, and 42-21-2 in the House to repass. As of May 28, HB25-1004 was under veto threat by the Governor.

CCH also worked to amend bills which had the potential to negatively impact affordable housing providers. **HB25-1207, Pet Ownership Residential Housing Structures (Reps. Mabrey & Duran; Sens. Winter & Exum)**, continued a multi-year debate around allowing pets in state-funded multi-family housing. The Coalition's position was that a one-size-fits-all approach of mandating pet allowances in all state-funded properties fails to adequately account for significant variations among types of properties, acuity of residents' support needs, and the health and safety of residents. Ultimately, sponsors and stakeholders agreed to an amendment allowing for exceptions in extreme circumstances, bringing CCH to a neutral position. The bill passed 39-24-2 in the House, 22-13-0 in the Senate, and 40-23-2 in the House to repass.

**SB25-020, Tenant and Landlord Law Enforcement (Sens. Weissman & Gonzales; Reps. Lindsay & Mabrey)**, clarifies that Colorado's Attorney General, counties, cities, and municipalities, have the power to enforce a broad range of landlord-tenant laws and grants counties, cities, and establishes a mechanism for receivership as a remedy for violations. The Coalition was supportive of increased enforcement authority and testified to that position. CCH also advocated for amendment language ensuring that the receivership process was subject to the state warranty of habitability statute and would only be utilized in cases where a property owner has been unresponsive

or unwilling to address habitability concerns, bringing CCH to a neutral position. The bill passed 22-14-1 in the Senate, 40-23-2 in the House, and 20-13-2 to repass in the Senate. While several bills strengthening renters rights passed this year, the appetite for change in this area seems to be waning, and the Coalition had to oppose several harmful bills. CCH testified against two harmful bills, including **HB25-1196, Landlord Procedures for Removal of Tenants (Reps. Woog & Phillips)**, which would have reversed course on a 2021 statute (**SB21-173**) preventing evictions based on late fees and **HB25-1092, Rent Increases by Landlord to Tenant (Rep. T Winter; Sen. B Pelton)**, which would have emboldened landlords to raise rent costs dramatically. Both were killed in their respective committees of reference.

## PUBLIC HEALTH & HEALTHCARE

### *Protecting the Safety Net*

This year, much of the focus in the healthcare space was on preserving Colorado's healthcare safety net in response to the Medicaid unwind crisis following the COVID Public Health Emergency and more recent federal-level threats to Medicaid and the providers that serve people with low incomes or experiencing homelessness. As always, our partner at the Colorado Community Health Network (CCHN) - of which the Coalition is a long-time member - was a leader on these important policies.

Two significant bills were introduced to help meet the growing need for state funding to support care for uninsured individuals. The first came early in the session and was highly controversial along party lines. **HB25-1174, Reimbursement Requirements for Health Insurers (Reps. Brown & Sirota; Sens. Bridges & Jodeh)**, known as the Support Colorado's Health-Care Safety Net Act of 2025, sought to limit the rate at which health insurers may reimburse for the provision of certain health-care services and use the savings to support safety-net providers including Federally Qualified Health Centers (FQHCs) like CCH's Stout Street Health Center and satellite clinics.



The second, **SB25-290, Stabilization Payments for Safety-Net Providers (Sens. Mullica & Kirkmeyer; Reps. Bird & Brown)**, came later in the session as a bipartisan strategy to address the same issue. This bill creates a new “Provider Stabilization Fund” (PSF) within the Colorado Department of Health Care Policy and Financing (HCPF). The PSF is expected to generate at least \$100 million over 3 years by taking a loan from Colorado’s Unclaimed Property Trust Fund, and up to nearly \$200 million over the same period from federal matching dollars. Funds would be available to safety net providers including FQHCs and other primary care providers that primarily serve patients that are uninsured or covered by Medicaid/CHP+ or Medicare and allocated based on the total percentage of uninsured individuals served by a qualified provider. After extensive debate and negotiation, HB25-1174 was killed and SB25-290 passed with strong bipartisan support with votes of 33-1-1 in the Senate, 54-11-0 in the House, and 34-1-0 in the Senate to repass. While it is not a long-term solution, this will allow critical providers to keep their doors open and continue serving the community during this uncertain time.

It is also important to note that there was an effort to include General Fund dollars for the Primary Care Fund, which supports community health centers and other safety net clinics, in the Long Bill (SB25-206), but funding was stripped out of the final version of the budget in favor of focusing on SB25-290. This effort will continue to be an advocacy priority in the future.

Other priority bills included **SB25-071, Prohibit Restrictions on 340B Drugs (Sens. Michaelson Jenet & Rich; Reps. Martinez & Taggart)**, which as its name suggests will prohibit restrictions on 340B drugs and push back against contract pharmacy restrictions, and **HB25-1288, Support for Federally Qualified Health Centers (Reps. Martinez & Winter; Sens. Roberts & Simpson)**, which authorizes the Department of Health Care Policy and Financing to seek and accept gifts from private or public sources for the Primary Care Fund. Both bills passed with very strong bipartisan support. CCH also supported **SB25-045, Healthcare Payment System Analysis (Sen. Marchman; Reps. McCormick & Boesenecker)**. The bill requires the Colorado School of Public Health to analyze draft model legislation for implementing a single-payer, nonprofit, publicly financed, and privately delivered universal health care payment system for

Colorado that directly compensates providers by December 31, 2026. CCHN will seek representation on the “Analysis Collaborative” to advise on the exploration.

The Coalition also kept an eye on **HB25-1297, Health Insurances Affordability Enterprise Update (Reps. Brown & Gilchrist; Sen. Jodeh)**, which aimed to increase the Health Insurance Affordability Fee assessed and collected from insurance carriers by up to one percentage point to implement and Administer the Health Insurance Affordability Enterprise (HIAE). The bill was killed in the House Finance Committee, but would have helped protect and increase funds available for state subsidies for Connect for Health Colorado (Colorado’s marketplace to purchase health insurance and get financial help to reduce costs) and OmniSalud (the state’s only program that provides health insurance for undocumented Coloradans). The General Assembly’s failure to pass this bill will result in an estimated reduction of 9,000 of the 12,000 total OmniSalud slots or a significant increase in premiums for people using Connect for Health Colorado. While the Coalition did not take an active role on this bill, it is a disappointing loss.

## Drug Policy

CCH also engaged in drug policy this year. The Coalition convened partners at the intersection of public health and criminal legal, Right Response Colorado (RRC), in a purely defensive posture. Advocates lost several allies on progressive drug policy in the legislature and the Opioid and Other Substance Use Disorders Study Committee did not meet in the interim between the 2024 and 2025 legislative sessions, so proactive reforms were not put forward.



Advocates were able to quickly kill **SB25-044, Synthetic Opioids Criminal Penalties (Sen. B Pelton; Rep. Armagost)**, in the House Judiciary Committee on a party line vote. This bill would have made it a level 1 drug felony to manufacture, dispense, sell, distribute or possess any material with any amount of fentanyl, and make possession a level 4 drug felony, regardless of whether or not the person was aware the material contained fentanyl. Advance Colorado, an organization advocating for harsher criminalization of people who use drugs, is working to get a similar policy on Colorado's ballot, and the Coalition and its partners are committed to pushing back against this effort.

## ECONOMIC JUSTICE

### *Public Benefits & Protections*

Advocating for economic justice includes supporting programs and policies that help people meet their basic needs more effectively. The Coalition's top priority in this area was **SB25-008, Adjust Necessary Document Program (Sens. Hinrichsen & Kipp; Rep. Froelich)**, which improves the Colorado Necessary Documents Program – a program that pays for vouchers for free identification documents (e.g., driver's license, state ID card, birth certificates) for residents who are victims of domestic violence, impacted by a natural disaster, low-income, disabled, experiencing homelessness, or elderly – by eliminating the need for a physical voucher and allowing eligible individuals to obtain essential documents at the point of service. The cost of these identification documents can be prohibitive for some people, and without them, residents cannot open bank accounts, drive legally, comply with law enforcement requests for documentation, access health care, housing, employment, or public benefits. This bill was the result of a multi-year effort with input from nearly 100 individuals and organizations across the state, and is expected to significantly ease bottlenecks in the program and help people get on a path to stability faster once it is implemented in July 2027. It was heavily informed by CCH staff, notably Department of Outreach Services (DOES) Administrative Assistant, Erica Doyle, who provided expert testimony in committee. SB25-008 passed on party line votes of 23-12-0 in the Senate and 43-22-0 in the House. The Senate concurred with the minor changes made in the House and repassed 21-11-3. It was signed by the Governor on May 19th in Pueblo.



CCH was a stakeholder and supporter on two other bills which make meaningful improvements to critical public benefits programs. The first, **HB25-1279, State Level Data for Colorado Works Program (Rep. Stewart; Sen. Jodeh)**, was led by the Colorado Children's Campaign and sought to strengthen data collection and reporting standards within the Colorado Works Program, Colorado's Temporary Assistance for Needy Families (TANF) program. By implementing standardized data collection, HB25-1279 will provide a comprehensive understanding of TANF fund allocation, including expenditures on basic cash assistance (BCA), supportive services, administrative costs, and third-party contracted services. This transparency is crucial for assessing the program's effectiveness and ensuring that resources are directed to the most impactful services. It is also important to note that the annual cost of living adjustment (COLA) for TANF cash assistance – 4.8% increase or an average of \$24 per month for families in deep poverty – will go into effect on July 1. Advocates fought to preserve this increase amidst painful budget cuts this legislative session. These improvements align with the Coalition's mission to prevent homelessness and create lasting solutions for those experiencing or at risk of homelessness in Colorado.

The Second bill, **SB25-169, Restaurant Meals Program (Sens. Jodeh & R. Pelton; Rep. Zokaie)**, was led by Colorado Blueprint to End Hunger and requires the Department of Human Services to apply to implement a meals program for SNAP recipients to use at restaurants. Typically, individuals who are sleeping outside, in cars, or in shelters do not have access to kitchens, refrigeration, or a safe place to prepare a meal. Current SNAP regulations prevent recipients from purchasing hot or prepared foods, leaving those without places to store and prepare food with limited nutritious options. This bill would change that by allowing SNAP recipients who are unhoused to use their benefits at participating restaurants, giving them



access to hot, ready-to-eat meals that meet their immediate needs. The bill passed with strong bipartisan support with votes of 34-1-0 in the Senate and 44-21-0 in the House.



The Coalition also signed onto an effort led by the Colorado Fiscal Institute to evaluate the impact of Colorado's Taxpayer's Bill of Rights (TABOR) on the state's ability to govern effectively. **HJR25-1023, Require General Assembly TABOR Constitutionality Lawsuit (Reps. Camacho & García; Sens. Daugherty & Jode)**, would have required the Committee on Legal Services to retain legal counsel to file a lawsuit on behalf of the general assembly in state district court to determine the constitutionality of TABOR, section 20 of article X of the state constitution. Legislators have been hamstrung by TABOR – especially in challenging budget environments – since its creation in 1992. A fair and clear legal interpretation of TABOR could help legislators in future budget crises and prevent them from cutting funding for essential services, such as housing, healthcare, and public services. While the bill failed to make it through the legislative process before the end of the legislative session, it started an important conversation that is sure to continue in future legislative sessions.

## CRIMINAL LEGAL REFORM

Criminal legal reform was one of the most active issue areas this year, with both helpful and harmful measures moving through the legislative process. Colorado Freedom Fund (CFF) led the charge on two essential measures to improve municipal court practices, and the Coalition provided advocacy support and expertise on the expected impact on people experiencing homelessness. Both bills are common sense reforms that promote fairness and consistency without compromising public safety. Individuals facing homelessness are disproportionately impacted by municipal ordinances that criminalize life-sustaining behaviors associated with their circumstances, such as

petty theft of food items, trespassing, or sleeping outside. These individuals often lack the resources to navigate the legal system effectively, leading to harsher penalties and prolonged incarceration.

Currently, Coloradans charged in municipal court for these low-level offenses may face a sentence up to 30 times longer than they would for the same offenses in state court. **HB25-1147, Fairness and Transparency in Municipal Court (Reps. Mabrey & Velasco; Sens. Amabile & Weissman)**, brings municipal court in closer alignment with basic legal standards in state court, including mandatory sentencing parity, improves access to counsel, and increases transparency. The bill garnered strong support among the General Assembly, passing 37-27-1 in the House, 24-11-0 in the Senate, and 41-22-2 to re-pass in the House, but was vetoed by the Governor.

**SB25-062, Failure to Appear Charges in Municipal Court (Sens. Hinrichsen & Weissman; Reps. Carter & Bird)**, prevents a municipal court from establishing charges on the basis of failure to appear and prohibits jail sentences for failure to appear. This will help curb escalation of minor infractions into more severe legal consequences and reduce the legal and financial burdens associated with missed municipal court appearances (failure to appear or FTA). People without stable housing often face challenges such as lack of reliable transportation, limited access to communication methods, and unpredictable daily circumstances, making it difficult to attend scheduled court dates. This bill acknowledges these barriers and shifts how FTAs are managed in municipal courts by targeting a small number of municipalities that have ordinances criminalizing FTA. The bill passed on votes of 22-11-2 in the Senate and 40-21-4 in the House, and after a robust advocacy push, the Governor signed it into law.

With guidance from CFF, the Coalition also pushed back against a bill, **HB25-1276, Court Actions Related to Failure to Appear in Court (Reps. Soper & Bird; Sens. Roberts & Frizell)**, that would have further criminalized poverty in municipal courts by allowing unhoused individuals to be jailed pretrial for weeks or months on cash bonds for missed court appearances on minor municipal offenses tied directly to poverty. Without adequate support, jails too often become the default option for shelter and care. In these cases, increased penalties are not an effective deterrent or tool for reform. On the contrary, they trap

people in a homelessness-incarceration cycle where a lack of supportive services and access to housing keeps people stuck between jail or prison, shelters, and the streets. Fortunately, after hearing compelling testimony from the opposition in the House Judiciary Committee, the sponsors decided to postpone the bill indefinitely, or kill the bill.

## MISCELLANEOUS

Finally, CCH was a stakeholder and supporter on **SB25-001, Colorado Voting Rights Act (Sen. Gonzales; Reps. Bacon & Joseph)**. In creating the Colorado Voting Rights Act (COVRA), this bill builds on the protections detailed in the federal Voting Rights Act, which have gradually been weakened by federal courts and the United States Supreme Court. The COVRA will reduce barriers to voter participation by creating greater legal protections for voters of color, voters in the criminal legal system, and LGBTQ+ voters and expanding access for voters who speak languages other than English, voters with disabilities, and voters on tribal lands. The Coalition is grateful to Colorado Common Cause for leading on the bill and getting it to the Governor's desk for signature.

## LOOKING FORWARD

The 2025 legislative session was uniquely challenging, defined by tough fiscal decisions, big wins, and notable losses. Looking forward, the Coalition will continue to push for stronger infrastructure around homelessness planning and resolution. CCH will also prioritize reauthorization of the Homeless Contribution Tax Credit (originally passed in 2022 with a 2026 sunset), strengthening the healthcare safety net, and insulating Colorado from federal-level uncertainty and chaos. The Coalition is also prepared to engage in a special legislative session if one is called by the Governor to address funding challenges in response to federal budget cuts. Housing, homelessness, health, and economic justice will remain the Coalition's primary focus areas for policy advocacy.

## SPECIAL THANKS TO OUR PARTNERS

- All Families Deserve a Chance Coalition
- American Civil Liberties Union of Colorado
- Colorado Blueprint to End Hunger
- Colorado Center on Law and Policy
- Colorado Children's Campaign
- Colorado Coalition for the Homeless Advocacy Committee and Advocacy Network
- Colorado Community Health Network and Public Affairs Committee
- Colorado Consumer Health Initiative and Policy Committee
- Colorado Criminal Defense Bar
- Colorado Criminal Justice Reform Coalition
- Colorado Cross Disability Coalition
- Colorado Department of Local Affairs, Division of Housing
- Colorado Drug Policy Coalition
- Colorado Fiscal Institute
- Colorado Freedom Fund
- Colorado Health Policy Coalition
- Colorado Housing Finance Authority
- Colorado Municipal League
- Colorado Poverty Law Project
- Colorado Social Legislation Committee
- Denver Homeless Leadership Council
- Denver Metro Tenants Union
- Enterprise Community Partners
- Harm Reduction Action Center
- Healthier Colorado
- Homeward Alliance
- Housing Colorado and Policy Committee
- Mental Health Colorado
- Neighborhood Development Collaborative
- Protect Our Care Coalition
- Right Response Colorado
- State and Federal Housing Policy Table
- The Denver Foundation

## QUESTIONS? EMAIL US!

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# COLORADO COALITION FOR THE HOMELESS BILL TRACKING SUMMARY

# 2025

## HOMELESSNESS

BILL	SPONSOR(S)	TOPIC	DESCRIPTION	POSITION	STATUS
<a href="#">HB25-1032</a>	Rep. Rutinel Rep. Velasco	Improving Infrastructure to Reduce Homelessness	Improves infrastructure for preventing and responding to homelessness through establishment of an interagency council, regional authorities, and new funding mechanisms.	Support	Failed
<a href="#">HB25-1104</a>	Rep. Keltie	Prohibiting Squatting	Creates a new criminal charge for squatting.	Oppose	Failed
<a href="#">HB25-1142</a>	Rep. Phillips Rep. Armagost	Increase Criminal Penalty for Failure to Exit Premises	Increases the criminal penalty for failing or refusing to leave a premises or property upon request of a peace officer from misdemeanor to felony.	Oppose	Failed

## HOUSING, DEVELOPMENT & OPERATIONS

BILL	SPONSOR(S)	TOPIC	DESCRIPTION	POSITION	STATUS
<a href="#">HB25-1019</a>	Rep. Sirota & Sen. Hinrichsen	Third-Party Administration of Division of Housing Programs	Specifies that a third-party contractor or grantee may administer a program in the Division of Housing in DOLA for persons experiencing homelessness.	Support	Passed



## HOUSING, DEVELOPMENT & OPERATIONS (CONTINUED)

BILL	SPONSOR(S)	TOPIC	DESCRIPTION	POSITION	STATUS
<a href="#">HB25-1030</a>	Rep. Joseph Rep. Stewart Sen. Cutter Sen. Winter	Accessibility Standards in Building Codes	Requires local governments, the Department of Public Safety, and the Department of Local Affairs to adopt standards set by international building codes to meet accessibility standards.	Support	Passed
<a href="#">HB25-1093</a>	Rep. Stewart Rep. Barron Sen. Ball Sen. Hinrichsen	Limitations on Local Anti-Growth Land Use Policies	This clarifies that anti-growth laws include restrictions/limitations on a particular housing type that exceed a governmental entity's zoning or building codes.	Support	Passed
<a href="#">HB25-1169</a>	Rep. Boesenecker Rep. Mabrey Sen. Gonzales Sen. Exum	Housing Development s on Faith and Educational Land (YIGBY)	Enables faith and educational institutions to develop affordable housing on their properties.	Monitor	Failed
<a href="#">SB25-006</a>	Sen. Roberts Rep. Rutinel Rep. Bradfield	Investment Authority of State Treasurer for Affordable Housing	Unlocks additional investment in Colorado Housing and Finance Authority bonds and opens up \$50 million in existing funding from the Treasury for the development of affordable for-sale housing.	Monitor	Passed

## HOUSING, DEVELOPMENT & OPERATIONS (CONTINUED)

BILL	SPONSOR(S)	TOPIC	DESCRIPTION	POSITION	STATUS
<a href="#">SB25-131</a>	Sen. Lundeen	Reducing the Cost of Housing	Undermines crucial renters' protections including oversight and enforcement of the warranty of habitability and mandatory mediation before eviction.	Oppose	Failed
<a href="#">SB25-167</a>	Sen. Amabile Sen. Frizell Rep. Bird Rep. Lukens	Invest State Funds to Benefit Communities	Makes changes to investments in housing and education.	Monitor	Passed
<a href="#">SB25-313</a>	Sen. Amabile Sen. Bridges Rep. Bird Rep. Sirota	Proposition 123 Revenue Uses	Clarifies permissible uses of state income tax revenue raised in connection with Proposition 123	Amend/ Active Monitor	Passed
<a href="#">SB25-317</a>	Sen. Kirkmeyer Sen. Bridges Rep. Bird Rep. Taggart	Transfer Cash Fund Investment Earnings to General Fund	Allows the transfer of interest and income derived from the deposit and investment of money in certain cash funds into the general fund.	Amend/ Active Monitor	Passed

## HOUSING, RENTERS' PROTECTIONS

BILL	SPONSOR(S)	TOPIC	DESCRIPTION	POSITION	STATUS
<a href="#">HB25-1004</a>	Rep. Woodrow Rep. Mabrey Sen. Gonzales Sen. Hinrichsen	No Pricing Coordination Between Landlords	Prohibits a landlord from coordinating to raise, lower, change, maintain or manipulate the price of rent.	Support	Passed

## HOUSING, **RENTERS' PROTECTIONS** (CONTINUED)

BILL	SPONSOR(S)	TOPIC	DESCRIPTION	POSITION	STATUS
<a href="#">HB25-1092</a>	Rep. T Winter Sen. B Pelton	Rent Increases by Landlord to Tenant	Clarifies that a rent increase in a new rental agreement is reasonable if the landlord increases rent in view of fair market rent related to comparable properties.	Oppose	Failed
<a href="#">HB25-1168</a>	Rep. Lindsay Rep. Espenosa Sen. Weissman	Housing Protections for Victim- Survivors of Gender- Based Violence	Strengthens protections for victim-survivors of gender-based violence to bolster housing stability, access to justice in court and due process, and address immediate safety concerns.	Support	Passed
<a href="#">HB25-1196</a>	Rep. Woog Rep. Phillips	Landlord Procedures for Removal of Tenants	Undermines tenants' protections including allowing late fees to be a contributing factor in justifying an eviction.	Oppose	Failed
<a href="#">HB25-1207</a>	Rep. Mabrey Rep. Duran Sen. Winter Sen. Exum	Pet Ownership Residential Housing Structures	Requires each housing development that receives financing to authorize tenants of the affordable housing to own or keep one or more pet animals, with certain exceptions.	Amend	Passed
<a href="#">HB-1236</a>	Rep. Lindsay Rep. Zokaie Sen. Weissman Sen. Jode	Residential Tenant Screening	Amends the definition of a "portable tenant screening report" and clarifies how reports can be made available.	Support	Passed



## HOUSING, RENTERS' PROTECTIONS (CONTINUED)

BILL	SPONSOR(S)	TOPIC	DESCRIPTION	POSITION	STATUS
<a href="#">HB25-1240</a>	Rep. Joseph Rep. Froelich Sen. Winter Sen. Wallace	Protections for Tenants with Housing Subsidies	Establishes key protections for tenants with housing subsidies including increasing penalties for violation of source of income nondiscrimination laws.	Support	Passed
<a href="#">SB25-020</a>	Sen. Weissman Sen. Gonzales Rep. Lindsay Rep. Mabrey	Tenant and Landlord Law Enforcement	Clarifies that the Attorney General has power to enforce law, grants counties, cities, and municipalities the power to enforce certain state landlord-tenant laws, and establishes a mechanism for receivership as a remedy for violations.	Monitor	Passed

## PUBLIC HEALTH & HEALTHCARE, PROTECTING THE SAFETY NET

BILL	SPONSOR(S)	TOPIC	DESCRIPTION	POSITION	STATUS
<a href="#">HB25-1174</a>	Rep. Brown Rep. Sirota Sen. Bridges Sen. Jodeh	Reimbursement Requirements for Health Insurers	Limits the amount that certain health insurers may reimburse for the provision of certain health-care services and uses savings to support Colorado's safety net providers.	Support	Failed
<a href="#">HB25-1288</a>	Rep. Martinez Rep. Winter Sen. Roberts Sen. Simpson	Support for Federally Qualified Health Centers	Authorizes the Department of Health Care Policy and Financing to seek and accept gifts from private or public sources for the Primary Care Fund.	Support	Passed

## PUBLIC HEALTH & HEALTHCARE, **PROTECTING THE SAFETY NET** (CONTINUED)

BILL	SPONSOR(S)	TOPIC	DESCRIPTION	POSITION	STATUS
<a href="#">HB25-1297</a>	Rep. Brown Rep. Gilchrist Sen. Jodeh	Health Insurance Affordability Enterprise Update	Authorizes an increase to the Health Insurance Affordability Fee assessed and collected from insurance carriers by up to one percentage point to implement and administer the Health Insurance Affordability Enterprise.	Monitor	Failed
<a href="#">SB25-045</a>	Sen. Marchman Rep. McCormick Rep. Boesenecker	Health-Care Payment System Analysis	Requires the Colorado School of Public Health to analyze model legislation for implementing a single payer, publicly financed healthcare system.	Support	Passed
<a href="#">SB25-071</a>	Sen. Michaelson Jenet Sen. Rich Rep. Martinez Rep. Taggart	Prohibit Restrictions on 340B Drugs	Protects participation in the supply chain of drugs purchased under federal 340B drug pricing program.	Support	Passed
<a href="#">SB25-229</a>	Sen. Kirkmeyer Sen. Bridges Rep. Bird Rep. Taggart	Reimbursement for Community Health Workers	Allows the Department of Health Care Policy and Financing to reimburse community health workers for services to Medicaid members after receiving any necessary federal authorization.	Amend	Passed
<a href="#">SB25-290</a>	Sen. Mullica Sen. Kirkmeyer Rep. Bird Rep. Brown	Stabilization Payments for Safety Net Providers	Creates the Provider Stabilization Fund within the Colorado Healthcare Affordability and Sustainability Enterprise to support safety net providers that serve low-income, uninsured populations.	Support	Passed

## PUBLIC HEALTH & HEALTHCARE, DRUG POLICY

BILL	SPONSOR(S)	TOPIC	DESCRIPTION	POSITION	STATUS
<a href="#">SB25-044</a>	Sen. B Pelton Rep. Armagost	Synthetic Opiates Criminal Penalty Bill	Makes it a level 1 drug felony to manufacture, dispense, sell, distribute or possess any material with any amount of fentanyl and makes any possession a level 4 drug felony.	Oppose	Failed
<a href="#">SB25-066</a>	Sen. Lundeen Rep. Mullica	State Contracts with Opioid Antagonist Businesses	Stops pharma companies from getting state contracts if they were involved in opioid settlements and puts access to naloxone at risk.	Oppose	Failed

## ECONOMIC JUSTICE, PUBLIC BENEFITS & PROTECTIONS

BILL	SPONSOR(S)	TOPIC	DESCRIPTION	POSITION	STATUS
<a href="#">HB25-1010</a>	Rep. Zoakaie Rep. Brown Sen. Weissman	Prohibiting Price Gouging in Sales of Necessities	Defines price gouging as an increase by 10% or more above the average price over the last 90 days and adds the practice to unfair acts in violation of consumer protection laws.	Monitor	Passed
<a href="#">HB25-1071</a>	Rep. Suckla Rep. R Pelton	Distribution of State Money	Modifies the distribution of money from certain funds to local governments.	Oppose	Failed



## ECONOMIC JUSTICE, PUBLIC BENEFITS & PROTECTIONS (CONTINUED)

BILL	SPONSOR(S)	TOPIC	DESCRIPTION	POSITION	STATUS
<a href="#">HB25-1090</a>	Rep. Ricks Rep. Sirota Sen. Weissman Sen. Cutter	Protections Against Deceptive Pricing Practices	Expands transparency around the cost of goods and services and restricts junk fees without disclosure.	Support	Passed
<a href="#">HB25-1194</a>	Rep. Armagost Rep. Lindsay Sen. Daugherty Sen. B Pelton	Protections for Victims of Economic Abuse	Provides protections and remedies for victims of economic abuse or coerced debt.	Support	Failed
<a href="#">HB25-1279</a>	Rep. Stewart Sen. Jodeh	State-Level Data for Colorado Works Program	Requires the Department of Human Services, in consultation with the Works Allocation Committee, to develop a process for collecting and reporting data related to the Colorado Works Program.	Support	Passed
<a href="#">SB25-008</a>	Sen. Hinrichsen Sen. Kipp Rep. Froelich	Adjust Necessary Document Program	Makes improvements to Colorado's Necessary Documents Program, which provides eligible individuals access to free identification documents.	Support	Passed
<a href="#">SB25-169</a>	Sen. Jodeh Sen. R. Pelton Rep. Zokaie	Restaurant Meals Program	Requires the Department of Human Services to apply to implement a restaurant meals program that allows eligible SNAP recipients to purchase hot or prepared foods at participating restaurants.	Support	Passed

## ECONOMIC JUSTICE, PUBLIC BENEFITS & PROTECTIONS (CONTINUED)

BILL	SPONSOR(S)	TOPIC	DESCRIPTION	POSITION	STATUS
<a href="#">HJR25-1023</a>	Rep. Camacho Rep. García Sen. Daugherty Sen. Jodeh	Require General Assembly TABOR Constitutionality Lawsuit	Directs the Committee on Legal Services to retain legal counsel to file a lawsuit on behalf of the general assembly in state district court to determine the constitutionality of the Taxpayer's Bill of Rights, section 20 of article X of the state constitution.	Support	Failed

## CRIMINAL LEGAL REFORM

BILL	SPONSOR(S)	TOPIC	DESCRIPTION	POSITION	STATUS
<a href="#">HB25-1015</a>	Rep. Mabrey Rep. Zokaie Sen. Rodriguez Sen. Gonzales	Ability to Pay Bond Online Clarifications	Makes clarifying changes to the bond statutes to ensure that bond can be posted online	Support	Passed
<a href="#">HB25-1147</a>	Rep. Mabrey Rep. Velasco Sen. Amabile Sen. Weissman	Fairness & Transparency in Municipal Court	Brings municipal court in closer alignment with basic legal standards in state court, providing parity on sentencing, access to counsel and transparency.	Support	Passed (Governor Vetoes)
<a href="#">HB25-1276</a>	Rep. Soper Rep. Bird Sen. Roberts Sen. Frizell	Court Actions Related to Failure to Appear in Court	Allows certain conditions on pretrial release for defendants who have previously failed to appear.	Oppose	Failed
<a href="#">SB25-062</a>	Sen. Hinrichsen Sen. Weissman Rep. Carter Rep. Bird	Failure to Appear Charges in Municipal Court	Prevents a municipal court from establishing charges on the basis of failure to appear and prohibits jail	Support	Passed

OTHER

BILL	SPONSOR(S)	TOPIC	DESCRIPTION	POSITION	STATUS
<a href="#">HB25-1166</a>	Rep. Feret Rep. Weinberg Sen. Kipp Sen. Cutter	Efforts to Reduce Food Waste	Directs the Colorado Department of Public Health and Environment to include food waste reduction as an element of their programs, encourages donations from food establishments, expands protections from inadvertent liability related to distribution, and improves labelling practices.	Support	Passed
<a href="#">SB25-001</a>	Sen. Gonzales	Colorado Voting Rights Act (COVRA)	Expands on the protections enumerated in the federal Voting Rights Act.	Support	Passed