

Summary of Legislation

2025



Civil Law

Juliann Jenson | Juliann.Jenson@coleg.gov

During the 2025 legislative session, the General Assembly passed a number of measures related to civil law. Specifically, the legislature updated policies about digital images, law enforcement whistleblower protections, civil rape shield laws, anti-discrimination, and landowner immunity.

Digital Images

After learning about the legal and ethical challenges posed by deepfakes and other images generated by artificial intelligence (AI), Colorado lawmakers passed [Senate Bill 25-288](#). The bill modernizes laws on online harassment and child sexual abuse to better address emerging AI technology. It also creates a civil right of action for individuals harmed by the unauthorized release of intimate digital images, enabling them to sue the responsible party.

Additionally, the measure:

- updates laws on child exploitation and the sharing of private images;
- defines consent standards;
- specifies certain defenses that cannot be used;
- clarifies who can sue if the depicted person is under 18;

- lists exceptions to liability;
- ensures plaintiff privacy; and,
- outlines available legal remedies.

Whistleblower Protections

For several years, the General Assembly has addressed police accountability and reform. A key focus of debate has been law enforcement whistleblower protections. After a failed attempt in 2024, [House Bill 25-1031](#) passed following stakeholder resolution of disagreements over the scope and extent of these protections. The bill allows law enforcement officers to sue their employers if retaliated against for reporting public safety dangers or alleged crimes by another officer. The bill further lays out specific forms of prohibited retaliation against officers who report misconduct, as well as clarifies protections for local law enforcement.

Civil Rape Shield Laws

Lawmakers heard testimony about the need to further strengthen Colorado's civil rape shield laws. These laws limit the use of a victim's sexual history in civil sex assault cases to protect privacy and prevent re-traumatization.

Previous law allowed a victim's past sexual activity to be generally inadmissible in civil cases unless it involved the defendant.

Civil Law

[House Bill 25-1138](#) removes that exception and requires judges to review any such evidence privately and only allow it in rare cases. It also bans using the victim's appearance, speech, or lifestyle as evidence.

Anti-Discrimination

Legislation enhanced Colorado's civil rights protections and addressed emerging issues related to discrimination and gender identity.

Colorado Anti-Discrimination Act

The Colorado Anti-Discrimination Act (CADA) prohibits discrimination in employment, housing, and public accommodations based on protected characteristics such as race, color, sex, sexual orientation, gender identity, age, disability, and more. [House Bill 25-1239](#) updates CADA by consolidating and expanding remedies for individuals experiencing discrimination, with a focus on strengthening protections for people with disabilities. Specifically, it:

- permits all protected classes to seek attorney's fees and costs, actual monetary damages, noneconomic damages of up to \$50,000, and fines of \$5,000 per violation;
- reduces noneconomic damages by 50 percent if a defendant corrects the violation within 120 days; and
- conforms adjudication standards with the federal American Disabilities Act.

Transgender Rights

[House Bill 25-1312](#) expands CADA to explicitly protect transgender individuals' gender identity and chosen names. It also requires schools with dress codes to allow students to follow the version that aligns with their gender identity, regardless of biological sex. Further, the measure makes it easier for people to change their gender identity on birth certificates, as well as on drivers' and marriage licenses.

Relatedly, [House Bill 25-1109](#) requires those completing death certificates to report the decedent's gender identity. For transgender individuals, this can be based on legal documents, medical records, or a written statement from the deceased. The bill also permits an "X" marker for nonbinary individuals.

Landowner Immunity

During emergencies, first responders may need immediate access to private property for evacuations and public safety efforts. To prevent territorial disputes in crisis situations, [House Bill 25-1053](#) grants civil immunity to landowners who allow emergency access through their property. Immunity is not granted, however, when damage or injury arises from gross negligence or willful misconduct caused by the landowner.