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STATE OF COLORADO
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Adopted in the House of Introduction

HOUSE BILL 13-1136

HOUSE SPONSORSHIP

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Carroll and Guzman, Aguilar, Giron, Hodge, Hudak, Jones, Kefalas, Morse, Newell, Nicholson, Steadman, Tochtrop, Todd, Ulibarri, Heath, Johnston, Schwartz

House Committees
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Senate Committees

A BILL FOR AN ACT
CONCERNING THE CREATION OF REMEDIES IN EMPLOYMENT DISCRIMINATION CASES BROUGHT UNDER STATE LAW.

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://www.leg.state.co.us/billsummaries.)

Current law does not permit an award of compensatory or punitive damages or attorney fees and costs to a plaintiff who prevails in a complaint before the Colorado civil rights commission (commission) or in a lawsuit alleging a discriminatory or unfair employment practice under state law, even in cases of intentional discrimination. While federal
employment antidiscrimination laws allow such damages in cases where intentional discrimination is found, and allows an award of reasonable attorney fees and costs, only employers who employ 15 or more employees are subject to federal law. Moreover, victims of employment discrimination on the basis of sexual orientation are not afforded protections under federal law. Thus, employees who work for employers with fewer than 15 employees or who claim employment discrimination on the basis of sexual orientation are not allowed compensatory or punitive damages and cannot recover reasonable attorney fees and costs when they prove a case of intentional employment discrimination.

Additionally, current law precludes a claim of age discrimination by persons 70 years of age or older.

**Section 1** of the bill establishes the "Job Protection and Civil Rights Enforcement Act of 2013", which would allow the additional remedies of compensatory and punitive damages in employment discrimination cases brought under state law against employers where intentional discrimination is proven. These damages would be in addition to the remedies allowed under current law, namely, front pay, back pay, interest on back pay, reinstatement or hiring, and other equitable relief that may be awarded. Compensatory damages are to compensate a plaintiff for other pecuniary losses, emotional pain and suffering, inconvenience, mental anguish, loss of enjoyment of life, and other nonpecuniary losses. If the plaintiff shows by a preponderance of the evidence that the defendant engaged in a discriminatory or unfair employment practice with malice or reckless indifference to the rights of the plaintiff, the plaintiff may recover punitive damages.

The bill limits the amount of compensatory and punitive damages to the amounts specified in the federal "Civil Rights Act of 1991" and directs the commission or court to consider the size and assets of the defendant and the egregiousness of the intentional discriminatory or unfair employment practice when determining the amount of damages to award the victim.

When a plaintiff claims compensatory or punitive damages in a civil lawsuit, either party to the action is entitled to demand a jury trial. Additionally, the court may award the prevailing plaintiff reasonable attorney fees and costs and, if the court finds that the action was frivolous, groundless, or vexatious, the court may award attorney fees and costs to the defendant.

**Section 2** of the bill removes the maximum age limit for purposes of age discrimination claims, thereby permitting persons 70 years of age or older to pursue a claim based on age discrimination.

**Section 3** of the bill authorizes the commission to appoint a working group of employers and employees to assist in education and outreach efforts to foster compliance with laws prohibiting discriminatory or unfair employment practices.
The remedies available under the bill would apply to causes of action alleging discriminatory or unfair employment practices accruing on or after January 1, 2015.

Be it enacted by the General Assembly of the State of Colorado:

SECTION 1. In Colorado Revised Statutes, repeal and reenact, with amendments, 24-34-405 as follows:

24-34-405. Relief authorized - short title. (1) This section shall be known and may be cited as the "Job Protection and Civil Rights Enforcement Act of 2013".

(2) (a) In addition to the relief authorized by section 24-34-306(9), the commission or the court may order affirmative relief that the commission or court determines to be appropriate, including the following relief, against a respondent who is found to have engaged in an unfair or discriminatory employment practice:

(I) Reinstatement or hiring of employees, with or without back pay. If the commission or court orders back pay, the employer, employment agency, or labor organization responsible for the discriminatory or unfair employment practice shall pay the back pay to the person who was the victim of the practice.

(II) Front pay; or

(III) Any other equitable relief the commission or court deems appropriate.

(b) If the commission or court orders back pay, the liability for back pay accrues from a date not more than two years prior to the filing of a charge with the division. The
COMMISSION OR COURT SHALL REDUCE AN AWARD OF BACK PAY BY ANY
AMOUNT OF ACTUAL EARNINGS OF, OR AMOUNTS THAT COULD HAVE BEEN
EARNED WITH REASONABLE DILIGENCE BY, THE PERSON WHO WAS THE
VICTIM OF THE DISCRIMINATORY OR UNFAIR EMPLOYMENT PRACTICE.

(3) (a) IN ADDITION TO THE RELIEF AVAILABLE PURSUANT TO
SUBSECTION (2) OF THIS SECTION, AND EXCEPT AS PROVIDED IN
PARAGRAPH (g) OF THIS SUBSECTION (3), IN A CIVIL ACTION BROUGHT
BY A PLAINTIFF UNDER THIS PART 4 AGAINST A DEFENDANT WHO IS
FOUND TO HAVE ENGAGED IN AN INTENTIONAL DISCRIMINATORY OR
UNFAIR EMPLOYMENT PRACTICE, THE PLAINTIFF MAY RECOVER
COMPENSATORY AND PUNITIVE DAMAGES AS SPECIFIED IN THIS
SUBSECTION (3). THE COURT SHALL NOT AWARD A PLAINTIFF
COMPENSATORY OR PUNITIVE DAMAGES WHEN THE DEFENDANT IS
FOUND TO HAVE ENGAGED IN AN EMPLOYMENT PRACTICE THAT IS
UNLAWFUL SOLELY BECAUSE OF ITS DISPARATE IMPACT.

(b) (I) EXCEPT AS LIMITED BY THE "COLORADO GOVERNMENTAL
IMMUNITY ACT", ARTICLE 10 OF THIS TITLE, AND EXCEPT AS PROVIDED IN
SUBPARAGRAPH (II) OF THIS PARAGRAPH (b), A PLAINTIFF MAY
RECOVER PUNITIVE DAMAGES AGAINST A DEFENDANT, OTHER THAN THE
STATE OR ANY POLITICAL SUBDIVISION, COMMISSION, DEPARTMENT,
INSTITUTION, OR SCHOOL DISTRICT OF THE STATE, IF THE PLAINTIFF
DEMONSTRATES BY CLEAR AND CONVINCING EVIDENCE THAT THE DEFENDANT ENGAGED IN A DISCRIMINATORY OR UNFAIR EMPLOYMENT
PRACTICE WITH MALICE OR RECKLESS INDIFFERENCE TO THE RIGHTS OF
THE PLAINTIFF. HOWEVER, IF THE DEFENDANT DEMONSTRATES
GOOD-FAITH EFFORTS TO COMPLY WITH THIS PART 4 AND TO PREVENT
DISCRIMINATORY AND UNFAIR EMPLOYMENT PRACTICES IN THE
WORKPLACE, THE COURT SHALL NOT AWARD PUNITIVE DAMAGES AGAINST
THE DEFENDANT.

(II) THE COURT SHALL NOT AWARD PUNITIVE DAMAGES IN A
CIVIL ACTION INVOLVING A CLAIM OF FAILURE TO MAKE A REASONABLE
ACCOMMODATION FOR A PERSON WITH A DISABILITY IF THE DEFENDANT
DEMONSTRATES GOOD-FAITH EFFORTS TO IDENTIFY AND MAKE A
REASONABLE ACCOMMODATION THAT WOULD PROVIDE THE PERSON WITH
A DISABILITY AN EQUALLY EFFECTIVE OPPORTUNITY AND WOULD NOT
CAUSE AN UNDUE HARDSHIP ON THE OPERATION OF THE DEFENDANT'S
BUSINESS,

(c) A PLAINTIFF MAY RECOVER COMPENSATORY DAMAGES
AGAINST A DEFENDANT FOR OTHER PECUNIARY LOSSES, EMOTIONAL
PAIN AND SUFFERING, INCONVENIENCE, MENTAL ANGUISH, LOSS OF
ENJOYMENT OF LIFE, AND OTHER NONPECUNIARY LOSSES.

(d) (I) EXCEPT AS PROVIDED IN SUBPARAGRAPH (II) OF THIS
PARAGRAPH (d), THE TOTAL AMOUNT OF COMPENSATORY AND PUNITIVE
DAMAGES AWARDED PURSUANT TO THIS SUBSECTION (3) SHALL NOT
EXCEED THE AMOUNTS SPECIFIED IN 42 U.S.C. SEC. 1981a (b) (3).

(II) FOR EMPLOYERS WHO EMPLOY FEWER THAN FIFTEEN
EMPLOYEES, THE TOTAL AMOUNT OF COMPENSATORY AND PUNITIVE
DAMAGES AWARDED PURSUANT TO THIS SUBSECTION (3) SHALL NOT
EXCEED THE FOLLOWING AMOUNTS:

(A) IF THE DEFENDANT HAS ONE OR MORE EMPLOYEES BUT
FEWER THAN FIVE EMPLOYEES IN EACH OF TWENTY OR MORE CALENDAR
WEEKS IN EITHER THE CURRENT OR PRECEDING CALENDAR YEAR, TEN
THOUSAND DOLLARS; OR

(B) IF THE DEFENDANT HAS FIVE OR MORE EMPLOYEES BUT
FOURTEEN OR FEWER EMPLOYEES IN EACH OF TWENTY OR MORE CALENDAR WEEKS IN EITHER THE CURRENT OR PRECEDING CALENDAR YEAR, TWENTY-FIVE THOUSAND DOLLARS.


(IV) IF A PLAINTIFF ASSERTS CLAIMS OF INTENTIONAL DISCRIMINATORY OR UNFAIR EMPLOYMENT PRACTICES UNDER THIS ARTICLE AND UNDER APPLICABLE FEDERAL ANTI-DISCRIMINATION LAWS, THE PLAINTIFF MAY RECOVER RELIEF UNDER THIS SECTION ONLY ONCE FOR THE SAME INJURIES, DAMAGES, OR LOSSES.

(e) COMPENSATORY OR PUNITIVE DAMAGES AWARDED PURSUANT TO THIS SUBSECTION (3) ARE IN ADDITION TO, AND DO NOT INCLUDE, FRONT PAY, BACK PAY, INTEREST ON BACK PAY, OR ANY OTHER TYPE OF RELIEF AWARDED PURSUANT TO SUBSECTION (2) OF THIS SECTION.

(f) THE REMEDIES SPECIFIED IN THIS SUBSECTION (3) APPLY TO CAUSES OF ACTION ALLEGING DISCRIMINATORY OR UNFAIR EMPLOYMENT PRACTICES ACCRUING ON OR AFTER JANUARY 1, 2015.

(g) IN A CIVIL ACTION INVOLVING A CLAIM OF DISCRIMINATION BASED ON AGE, THE PLAINTIFF IS ENTITLED ONLY TO THE RELIEF AUTHORIZED IN SUBSECTION (2) OF THIS SECTION AND IN 29 U.S.C. SEC. 626 (b) AND 29 U.S.C. SEC. 216 (b) IF THE COURT FINDS THAT THE DEFENDANT ENGAGED IN A DISCRIMINATORY OR UNFAIR EMPLOYMENT PRACTICE BASED ON AGE. IF, IN ADDITION TO ALLEGING DISCRIMINATION
BASED ON AGE, THE PLAINTIFF ALLEGES DISCRIMINATION BASED ON ANY OTHER FACTOR SPECIFIED IN SECTION 24-34-402 (1), THIS PARAGRAPH (g) DOES NOT PRECLUDE A PLAINTIFF FROM RECOVERING THE RELIEF AUTHORIZED BY THIS SECTION FOR THAT DISCRIMINATION CLAIM.

(4) If a plaintiff in a civil action filed under this part 4 seeks compensatory or punitive damages pursuant to subsection (3) of this section, any party to the civil action may demand a trial by jury.

(5) In any civil action under this part 4, the court may award reasonable attorney fees and costs to the prevailing plaintiff. If the court finds that an action or defense brought pursuant to this part 4 was frivolous, groundless, or vexatious as provided in article 17 of title 13, C.R.S., the court may award costs and attorney fees to the defendant in the action.


(7) Nothing in this section precludes a party from asserting any other available statutory or common law claims.

(8) (a) As used in this subsection (8), "aggrieved party" means a person who has filed a complaint alleging an
(b) The commission, a commissioner, an administrative law judge appointed pursuant to Part 10 of Article 30 of this title, or, in cases involving applicants for positions in or employees in the State Personnel System, the State Personnel Board established pursuant to Section 14 of Article XII of the State Constitution shall not award damages to an aggrieved party alleging an intentional discriminatory or unfair employment practice. An aggrieved party who is seeking damages as authorized in Subsection (3) of this section must file a civil action in a court of competent jurisdiction to recover those damages; except that punitive damages are not recoverable against the State or any political subdivision, commission, department, institution, or school district of the State.

(c) (I) Upon issuance of an order by the commission pursuant to Section 24-34-306 (9) and Subsection (2) of this section or of a written decision by the State Personnel Board pursuant to Section 24-50-125.4 in which the commission or State Personnel Board makes a finding of an intentional discriminatory or unfair employment practice, an aggrieved party may file a civil action in a district court in this State seeking damages as authorized in Subsection (3) of this section.

(II) For complaints filed with the commission, the aggrieved party must file the action for damages within thirty days after the date the commission mails notice of the order.
issued pursuant to section 24-34-306(9) and subsection (2) of this
section. If the aggrieved party fails to file an action for
damages within thirty days after the date the notice of the
order is mailed, the action is barred, no district court has
jurisdiction to hear the action, and the commission’s order
becomes final and is subject to judicial review pursuant to
section 24-34-307.

(III) (A) For complaints filed with the state personnel
board, if an administrative law judge issues the initial written
decision on behalf of the state personnel board, the aggrieved
party may not file a civil action until after the expiration of the
thirty-day period specified in section 24-50-125.4 (4) for filing an
appeal. If a party does not file an appeal of the administrative
law judge’s initial decision with the state personnel board in
accordance with section 24-50-125.4 (4), the aggrieved party
must file the civil action for compensatory damages within
thirty days after the expiration of the appeal period specified in
section 24-50-125.4 (4). If a party files an appeal with the state
personnel board in accordance with section 24-50-125.4 (4), the
aggrieved party must file the civil action for compensatory
damages within thirty days after the date the state personnel
board transmits the notice of its decision on the appeal in
accordance with section 24-50-125.4 (6).

(B) If the aggrieved party fails to file an action for
compensatory damages within thirty days after the appeal
period expires or the date the state personnel board’s notice of
decision is transmitted, whichever is applicable pursuant to
SUB-SUBPARAGRAPH (A) OF THIS SUBPARAGRAPH (III), THE ACTION FOR
COMPENSATORY DAMAGES IS BARRED. NO DISTRICT COURT HAS
JURISDICTION TO HEAR THE ACTION, AND THE STATE PERSONNEL BOARD'S
DECISION BECOMES FINAL AND IS SUBJECT TO JUDICIAL REVIEW PURSUANT
TO SECTIONS 24-50-125.4 (3) AND 24-4-106 (11).

(d) (I) IF THE AGGRIEVED PARTY INITIALLY FILED A COMPLAINT
WITH THE COMMISSION, THE AGGRIEVED PARTY AND THE DISTRICT COURT
SHALL SERVE A COPY OF THE CIVIL ACTION COMPLAINT ON THE
COMMISSION, AND UPON RECEIPT OF THE CIVIL ACTION COMPLAINT, THE
COMMISSION'S ORDER IS AUTOMATICALLY STAYED PENDING THE OUTCOME
OF THE CIVIL ACTION, IN WHICH CASE THE COMMISSION'S DECISION IS NOT
A FINAL ORDER SUBJECT TO JUDICIAL REVIEW PURSUANT TO SECTION
24-34-307 UNTIL THE DISTRICT COURT ISSUES A FINAL JUDGMENT IN THE
CIVIL ACTION FOR DAMAGES.

(II) IF THE AGGRIEVED PARTY IS AN APPLICANT FOR A POSITION IN
OR AN EMPLOYEE IN THE STATE PERSONNEL SYSTEM, THE AGGRIEVED
PARTY AND THE DISTRICT COURT SHALL SERVE A COPY OF THE CIVIL
ACTION COMPLAINT ON THE STATE PERSONNEL BOARD, AND UPON RECEIPT
OF THE COMPLAINT, THE STATE PERSONNEL BOARD'S DECISION IS
AUTOMATICALLY STAYED PENDING THE OUTCOME OF THE CIVIL ACTION,
IN WHICH CASE THE STATE PERSONNEL BOARD'S DECISION IS NOT A FINAL
ORDER SUBJECT TO JUDICIAL REVIEW PURSUANT TO SECTIONS 24-50-125.4
(3) AND 24-4-106 (11) UNTIL THE DISTRICT COURT ISSUES A FINAL
JUDGMENT IN THE CIVIL ACTION FOR COMPENSATORY DAMAGES.

(e) (I) IN A CIVIL ACTION BROUGHT PURSUANT TO THIS SUBSECTION
(8) FOR DAMAGES AFTER THE COMMISSION OR STATE PERSONNEL BOARD
MAKES A FINDING OF AN INTENTIONAL DISCRIMINATORY OR UNFAIR
EMPLOYMENT PRACTICE, THE DISTRICT COURT SHALL CONSIDER THE ISSUE
OF WHETHER THE AGGRIEVED PARTY IS ENTITLED TO DAMAGES AND THE
AMOUNT OF DAMAGES, IF AWARDED.

(II) THE DISTRICT COURT MAY AWARD ATTORNEY FEES AND COSTS
IN CONNECTION WITH THE ACTION FOR DAMAGES CONSISTENT WITH
SUBSECTION (5) OF THIS SECTION.

(III) THE DISTRICT COURT SHALL EXPEDITE THE ACTION FOR
DAMAGES AND SET THE MATTER FOR TRIAL AT THE EARLIEST PRACTICAL
TIME.

(f) UPON ENTERING A FINAL JUDGMENT IN A CIVIL ACTION
BROUGHT PURSUANT TO THIS SUBSECTION (8), THE DISTRICT COURT SHALL
SERVE NOTICE OF THE JUDGMENT ON THE PARTIES AND THE COMMISSION
OR STATE PERSONNEL BOARD, AS APPROPRIATE. ONCE THE COMMISSION OR
STATE PERSONNEL BOARD RECEIVES A FINAL JUDGMENT FROM THE
DISTRICT COURT, THE COMMISSION OR STATE PERSONNEL BOARD SHALL
INCORPORATE THE DISTRICT COURT JUDGMENT IN ITS ORDER OR DECISION,
WHICH BECOMES A FINAL ORDER SUBJECT TO JUDICIAL REVIEW IN
ACCORDANCE WITH SECTION 24-34-307 OR SECTIONS 24-50-125.4 (3) AND
24-4-106 (11), AS APPLICABLE.

(g) A CLAIM FILED PURSUANT TO THIS SUBSECTION (8) BY AN
AGGRIEVED PARTY AGAINST THE STATE FOR COMPENSATORY DAMAGES
FOR AN INTENTIONAL UNFAIR OR DISCRIMINATORY EMPLOYMENT PRACTICE
IS NOT SUBJECT TO THE "COLORADO GOVERNMENTAL IMMUNITY ACT",
ARTICLE 10 OF THIS TITLE.

SECTION 2. In Colorado Revised Statutes, 24-30-1510, amend
(3) (a) as follows:

24-30-1510. Risk management fund - creation - authorized
and unauthorized payments. (3) Expenditures shall be made out of the risk management fund in accordance with subsection (1) of this section only for the following purposes:

(a) To pay liability claims and expenses related thereto, brought against the state, its officials, or its employees pursuant to the "Colorado Governmental Immunity Act", article 10 of this title; and claims against the state, its officials, or its employees arising under federal law, which the state is legally obligated to pay and which are compromised or settled pursuant to section 24-30-1515 or in which a final money judgment against the state has been entered; OR CLAIMS FOR COMPENSATORY DAMAGES AGAINST THE STATE, ITS OFFICIALS, OR ITS EMPLOYEES PURSUANT TO SECTION 24-34-405;

SECTION 3. In Colorado Revised Statutes, 24-34-301, amend (1) as follows:

24-34-301. Definitions. As used in parts 3 to 7 of this article, unless the context otherwise requires:

(1) "Age" means a chronological age of at least forty years but less than seventy years.

SECTION 4. In Colorado Revised Statutes, 24-34-305, amend (1) (c) as follows:

24-34-305. Powers and duties of commission. (1) The commission has the following powers and duties:

(c) (I) To investigate and study the existence, character, causes, and extent of unfair or discriminatory practices as defined in parts 4 to 7 of this article and to formulate plans for the elimination thereof PRACTICES by educational or other means.

(II) (A) IN FURTHERANCE OF ITS EDUCATIONAL EFFORTS TO
REDUCE INSTANCES OF DISCRIMINATORY OR UNFAIR EMPLOYMENT
PRACTICES, THE COMMISSION SHALL CREATE A VOLUNTEER WORKING
GROUP REPRESENTING BOTH EMPLOYER AND EMPLOYEE INTERESTS,
INCLUDING HUMAN RESOURCE PROFESSIONALS, TO ASSIST IN EDUCATION
AND OUTREACH EFFORTS TO FOSTER UNDERSTANDING OF AND
COMPLIANCE WITH PART 4 OF THIS ARTICLE. THE COMMISSION MAY
ACCEPT AND EXPEND GIFTS, GRANTS, AND DONATIONS TO ASSIST IN ITS
DUTIES PURSUANT TO THIS SUBPARAGRAPH (II).

(B) THE COMMISSION SHALL CREATE THE VOLUNTEER WORKING
GROUP BY SEPTEMBER 1, 2013. THE WORKING GROUP SHALL DEVELOP AND
SUBMIT TO THE COMMISSION, BY JANUARY 1, 2014, AN EDUCATION AND
OUTREACH PLAN FOR THE COMMISSION TO IMPLEMENT FOR PURPOSES OF
EDUCATING EMPLOYERS AND PROVIDING OUTREACH REGARDING PART 4
OF THE ARTICLE.

(C) IN ADDITION TO THE OUTREACH PLAN REQUIRED BY
SUB-SUBPARAGRAPH (B) OF THIS SUBPARAGRAPH (II), THE WORKING
GROUP SHALL COMPIL AND PROVIDE TO THE COMMISSION INFORMATION
ON EDUCATIONAL RESOURCES AVAILABLE TO EMPLOYERS REGARDING THE
REQUIREMENTS OF AND COMPLIANCE WITH PART 4 OF THIS ARTICLE,
INCLUDING RESOURCES FOR EMPLOYERS ON PREVENTION OF
DISCRIMINATORY EMPLOYMENT PRACTICES. THE COMMISSION SHALL POST
THE INFORMATION ON ITS WEB SITE AND SHALL MAKE THE INFORMATION
AVAILABLE IN AN ELECTRONIC FORMAT TO ALL STATE DEPARTMENTS AND
AGENCIES THAT INTERACT WITH PRIVATE BUSINESSES IN THE STATE,
INCLUDING THE DEPARTMENTS OF LABOR AND EMPLOYMENT,
REGULATORY AGENCIES, REVENUE, AND STATE AND THE GOVERNOR’S
OFFICE OF ECONOMIC DEVELOPMENT. THOSE DEPARTMENTS AND
AGENCIES, WITHIN EXISTING RESOURCES, SHALL POST THE INFORMATION
PROVIDED BY THE COMMISSION, OR LINKS TO THAT INFORMATION, ON
THEIR WEB SITES.

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 2014 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 causes of action alleging discriminatory or
unfair employment practices accruing on or after January 1, 2015.